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Integrated territorial management and governance

Proceedings of the ESPON ENECON III postgraduate workshop

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REPORT

ESPON/ENECON Postgraduate Workshops

I

Territorial governance and co-operation – Exploring neighbouring regions

**University of Eastern Finland, Joensuu, Finland
19th October 2012**

II

European Union external border – Territorial specificities, trends and disparities

**University of Tartu, Tartu, Estonia
16th-17th April 2013**

III

Integrated territorial management and governance

**Aalborg University, Aalborg, Denmark
28th March 2014**

The ENECON PhD workshops comprised of four elements:

- Key-speaker presentation on given ESPON themes, preferably zooming in on Nordic-Baltic focus and circumstances
- Presentations by PhD students on their research projects related to ESPON themes of territorial development and cohesion
- Discussion and debate on focal themes among the audience
- Information on the ESPON 2013 Programme, latest programming developments and events was provided, as well further ESPON related research focuses and directions.

The key themes focusing Northern European countries in light of ESPON research and evidences to be discussed:

- ☐ Territorial governance
- ☐ Cross-border regions
- ☐ Regional planning and territorial cohesion

Organizers:

University of Tartu, University of Eastern Finland, and Aalborg University with the ENECON-consortium

Acronyms

ESPON 2013 - The European Observation Network for Territorial Development and Cohesion

ENECON - ESPON Evidence in a North European Context, implemented by the ECPs from Norway (Lead Partner), Estonia, Latvia, Lithuania, Finland, Sweden and Iceland.

ECP - ESPON Contact Point

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ENECON website, <http://www.rha.is/enecon/page/enecon-activities>

Report by Antti Roose and Daniel Galland

Tartu 2013 / Aalborg 2014



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Objectives of ENECON project and PhD workshops

The ENECON project (2012-2014) aims to facilitate transnational dialogues on spatial planning between policy makers and practitioners, scientists and young academics and students in the Nordic-Baltic countries. Special emphasis is on Northern Europe. This includes

- Dissemination, capitalization and awareness rising of ESPON results and their implications for Northern Europe.
- Mutual learning processes between relevant actors in the Nordic-Baltic region and the ESPON “family”.
- Contribution to the ability of national and regional policy-makers as well as researchers to position regions, macro-regions, and national territories in a European (ESPON) context.
- Contribution to the discussion and debate around the EU Strategy Northern parts of Europe, not at least the northernmost parts of Europe.
- Trans-generational dialogue by engaging with young researchers and students that are active in the spatial and territorial development policy field.

WP 2c: ESPON postgraduate workshops

The activity will focus on teaching and tutoring on ESPON knowledge at postgraduate level, doctoral and master’s courses, also involving active students in this field at the bachelors’ level. The target group includes also young, post-doctoral fellows.

The workshops will facilitate in-depth debate on ESPON concepts, methods, findings, and governance practices on European territorial planning and cohesion. The workshop series is going to integrate and disseminate ESPON knowledge and findings focusing on selected themes such as peripheral regions (rural areas – EDORA, GEOSPECS, EU-LUPA, SeGI, PURR), secondary cities (city regions – SGPTD, ATTREG, FOCI, KIT) and multi-level territorial governance (TERCO, METROBORDER, TranSMEC etc). The regional and local cases will consolidate the ESPON findings and cross-fertilise the debate on territorial cohesion.

The one-day workshops will be organised at participating universities/ institutions in relation to their postgraduate programme (geography, planning, European studies, social sciences) and in the framework of academic lectures/courses on territorial development and planning. The workshops will be co-chaired by professor/senior researchers and leading ESPON experts. The working language of the workshops is English.

On the basis of the three workshops, e-learning short course will be compiled at the open-source PHP Moodle application, including series of web-based lectures (3 x 2 hours). E-learning short course “ESPON Evidence in a North European Context” is going to be offered for the academic use in the participating countries.

ESPON bursaries will be available for PhD students. Travel expenses of keynote speakers to be reimbursed.

1 Postgraduate workshop in Joensuu: Territorial governance and co-operation – exploring neighbouring regions, October 19th , 2012

The first workshop organised by the ENECON project focuses on territorial governance, which has been investigated in several ESPON projects (e.g., TERCO, METROBORDER, TranSMEC, see www.espon.eu).

This one-day workshop is organised in connection with the lecture course “Territorial Development Policy and Cooperation in Europe” which is part of the master’s programme *Border Crossings: Global and Local Societies in Transition* at the Faculty of Social Sciences and Business Studies, University of Eastern Finland. The working language of the workshop is English.

Application by e-mail directly to your country ESPON ECP. Finland: heikki.eskelinen@uef.fi; Estonia: antti.roose@ut.ee; Denmark: dgalland@plan.aau.dk

Location: University of Eastern Finland, Joensuu Campus

Venue: Yliopistokatu 2, M306

Programme

Friday 19 October 09:00 -16:00

- | | |
|-------|--|
| 09:15 | Antti Roose , PhD (ENECON project, University of Tartu):
<i>Opening and Introduction</i> |
| 09:30 | Daniel Galland , PhD (Aalborg University): <i>Introducing the European dimension of Danish planning</i> |
| 10:00 | Matti Fritsch and Heikki Eskelinen , prof: The evolution of territorial governance in Finland: learning from Europe? |
| 10:30 | Emīls Pūlmanis , PhD.cand. MSc.proj.mgmt. (University of Latvia): <i>Polycentric development projects in Latvia as an instrument of spatial development</i> |
| 11:00 | Discussion (speakers, PhD students and 20 master’s students) |

12:00 -13:15 Lunch

- | | |
|-------|--|
| 13:15 | Sarolta Nemeth , PhD (University of Eastern Finland): <i>What is territorial cooperation in the ESPON glossary?</i> |
| 13:45 | Virpi Kaisto PhD student (Lappeenranta University of Technology): “ <i>Conducting scientific research to support cross-border co-operation in spatial development planning</i> ”
Discussant: Martin Gauk (PhD student, University of Tartu) |
| 14:15 | Jussi Laine (PhD student, University of Eastern Finland): <i>New Civic Neighbourhood at the Finnish-Russian Border. Cross-Border Cooperation and Civil Society Development.</i> |
| 14:45 | General debate (including 20 master’s students) |

The University of Eastern-Finland at Joensuu hosted the postgraduate workshop “Territorial Governance and Co-operation – Exploring Neighbouring Regions” as one of dissemination activities of

the ENECON project. Emerging discourses and current trends of transnational, national and regional territorial governance based on TERCO and ULYSSES projects were presented by ESPON experts. Also, ESPONTrain e-learning modules and platform were demonstrated to the audience.

ESPON experts and postgraduate students (25 in total) debated on Europeanisation of national planning systems (Denmark and Finland), implications of bilateral and multilateral territorial co-operation (Finnish-Russian and Baltic Sea cases), and regional impact of EU investments (Latvian and Estonian cases).



Joensuu campus of the University of Eastern Finland, Aurora building, home of Karelian Institute, the ECP Finland. And the Northern dimness.

Prof Heikki Eskelinen | Words of Welcome



Antti Roose | Introduction to borderlands and territorial governance

University of Tartu

The **'border'** has become one of the keywords in social and cultural science since the 1990s. The utopia of a borderless world that reflected both neoliberal imaginaries of a deterritorialising world and the optimism related to the collapse of the Cold War East-West divide, was shaken by the 9/11 attacks in the US... Contextuality of borders – two overlapping forms/modalities of borders: discursive landscapes of social power and technical landscapes of social control (Paasi).

Body of (planning) literature emphasises how a consensual pluralist mainstream organised around loosely defined and hard to refute 'feel good' issues and labels such as 'sustainable development' (and spatial planning) can in effect deny legitimacy and influence to more radical alternatives, in the process narrowing the search for creative approaches to planning (Allmendinger 2011).

To understand the implications of relational and also non-just-state-centric geographies for spatial planning and territorial governance

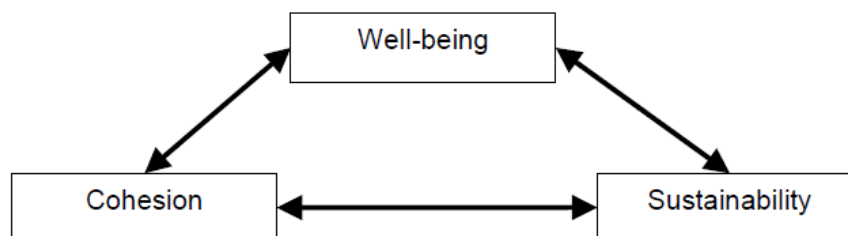


Figure 1. Trilemma of well-being-sustainability and cohesion

Neoliberalist planning can be summarised as follows:

- Hard and soft planning / hard and soft spaces (de Roo and Porter, 2007, Haughton et al., 2010). Introducing spaces of flows and fuzzy boundaries.
- Plans keep their fixed, statutory status within a planning situation instead of evolving the debate on spatio-temporal and institutional complexities (de Roo 2010).
- Replacing modernist-empirical planning with neo-liberal pragmatist approach: progress and change simply cannot be properly planned (Albrechts, 2006).
- Tackling with strategic issues and wider trends in local/place context with flexibility and tolerance (tension between statutory and non-statutory, Evers 2008).

Ad hoc planning concept

The concept is elaborated for the Estonian case by Roose & Kull (2012) Regional Studies 46,4. Developers, investors and decision-makers are increasingly under pressure to operate in short-term frameworks. As the realization of planning projects becomes imperative, a 'permanent state of emergency' appears. Masterplanning is too complex, bureaucratic, time consuming, static and even elitist. Aiming to increase the efficiency of planning, spatial planning attempts to streamline project-by-project decisions and to introduce the development 'flow'. Adaptive role-setting for authorities as well as for planmaking expertise with a stronger emphasis on community and business needs.

Planning systems and planning cultures

- Influence of governance and institutional structures
 - Centralised vs. decentralised
- Importance of tasks and scope of planning
 - Spatial planning vs. spatial development
- Significance of spatial planning
 - Planning as secret (RUS, BLR, POL)
 - Planning as neo-liberalism (EST, LAT, LTU)
 - Planning as consensus and participatory approach (FIN, SWE, DEN)

ESPON evidence: approaches of territorial cohesion

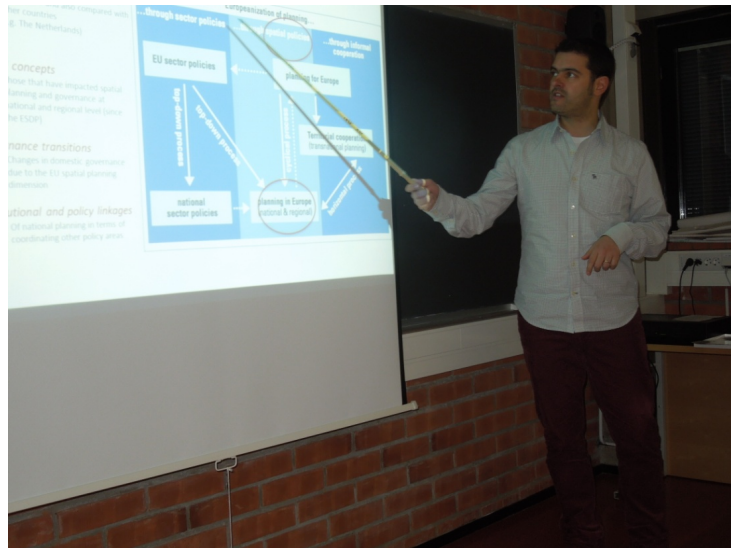
5 approaches – 5 ‘plans’, in reality, mix of them based on territorial synchrony

- *Regional policy*: traditional support schemes to narrow socioeconomic divide
- *Competitiveness*: *endogenous resources and territorial capital*
- *Emergence plan*: rural marginalisation, climate change impacts
- *Sustainable plan*: balanced development for environment
- *Sectoral plan*: integrating sector plans (TIA)



The audience of the workshop in esponite lecture room M306

How is regional planning transformed in increasingly changing socioeconomic and political contexts? How are regional planning policies and practices ultimately shaped and why? With this paper, the author proposes and applies an analytical model based on notions of state theory, state spatial selectivity, new planning spaces, and policy discourses to examine how regional planning has evolved in the course of the past four or so decades. On the basis of an analysis concerned with the history and evolution of



Danish regional planning, he argues that regional planning has shifted away from being a socio-spatial and welfarist state project towards being a domain characterised by growth-oriented strategies that stand for neoliberal political agendas. In examining this process the author suggests that hierarchical forms of governance and the statutory mechanisms embedded within them have been largely substituted by emerging soft spaces of governance and flexible policies intended to destabilise formal planning arenas. Finally, he discusses the fact that the 'classical-modernist' steering role of regional planning that once sought to tackle socioeconomic disparities has been replaced by a facilitating role that promotes competitiveness through growth-oriented policy instruments.

The recent transformation of regional planning in Denmark

The 2007 structural reform and the 'softening' of the Danish planning system

In 2007 the liberal—conservative coalition government implemented a new reform of local government structure that had a significant impact on the Danish planning system (see figure 1). Created in 2002, enacted in 2005, and put into effect in 2007, this state spatial project altered the geographies of intergovernmental arrangements in Denmark by merging 275 municipalities into 98 larger units and abolishing 14 counties. The territorial and administrative restructuring that this structural reform brought about generated a major redistribution of tasks and responsibilities between levels of government and transformed the comprehensive and integrated rationale that once characterised the Danish planning system. In determining the need for a new reform, a Commission of Administrative Structure was appointed, which evidenced several weaknesses associated with the existing local government structure at the time. The Commission highlighted that the territorial size of administrative units was inappropriate for task performance given that overlapping

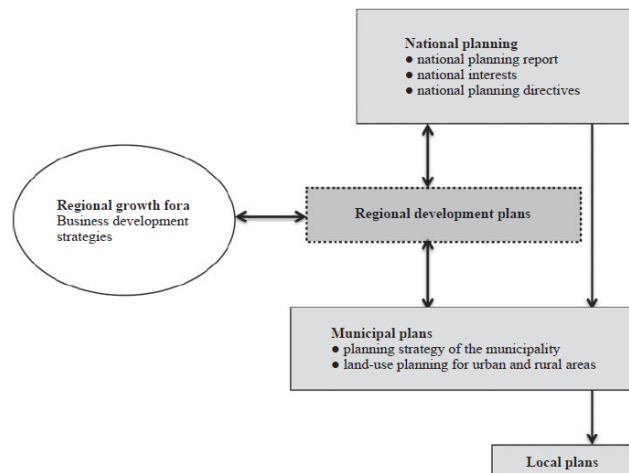


Figure 1. The new Danish planning system after the 2007 structural reform, featuring a ‘soft’ Principle of framework control (adapted from Ministry of the Environment, 2007b, page 7).

The Ministry of the Environment advanced initiatives to create partnership and dialogue projects between municipal councils, regional councils, and the state on the future development of these two metropolitan regions. The intention behind promoting such governance arrangements at the metropolitan region scale was mainly intended to integrate transport challenges and urban development within the contours of these suggested functional conurbations. The promotion of these initiatives revealed the ministry’s lack of reliance on the administrative regions as the suitable scale at which spatial planning strategies should be formulated. Instead, soft spaces were advocated to stimulate bottom-up initiatives to work across policy sectors and different administrative scales.

In summary, the culmination of several decades of planning policy articulated at the regional scale has been the outcome of many different interrelated factors that stem from the implementation of the 2007 structural reform. The softening of the Danish planning system, the governance dynamics associated with filling in the regional scale, the emergence of soft spaces of planning and governance at the metropolitan region scale, and the explicit alignment of national planning with neoliberal discourses and agendas are amongst the most notorious.

it has been argued that the transformation of regional planning can be explained in terms of: (a) its changing conception; (b) its forms of governance and, (c) the different roles that it adopts in pursuit of spatial development. On the basis of this general claim three interrelated conclusions can be drawn from the preceding analysis.

First, regional planning in Denmark has evolved from being a welfarist and sociospatial state project to a domain that supports neoliberal agendas through growth-oriented strategies. In general, this reorientation can be understood as an outcome of major economic restructurings concerned with accumulation regime shifts whereby social welfarist policies became subdued to neoliberal rules to allow for greater labour market exibility (Jessop, 2002). In Denmark, however, this shift has been far more gradual when compared with other European contexts, and its implications on regional planning have been noticed only after the implementation of the 2007 structural reform. The establishment of the spatial hierarchy pattern at the regional scale during the early 1980s enabled regional planning to accomplish a more even distribution of demography, labour market, social and private services, and economic growth across the country. The shift away from equal development resulting from economic restructurings and the sustainability momentum caused regional planning to increasingly align with environmental management objectives during the 1990s and early 2000s. After the 2007 structural reform and the abolition of the counties regional planning ceased its logic of spatial intervention and acquired a growth-oriented rationality to help individual regions become more competitive. This has entailed that interregional and intraregional synergies and issues concerned with the spatiality of socioeconomic aspects, environmental quality, land use, and infrastructure development became significantly overlooked. The absence of spatial thinking at the regional scale

evidently creates an important policy gap, at least with regard to the effective coordination of conflicting sectoral objectives.

Second, in addition to the formal planning hierarchy and its government structures, regional planning now seems to take place in new spaces of governance. The 'softening' of the Danish planning system and the rescaling of regional planning responsibilities following the 2007 structural reform have created a fragmented governance landscape that have significantly altered the domain's implementation capabilities. Different processes of filling in have entailed the creation of soft spaces of planning and governance at the regional scale. In line with Haughton et al (2010), soft spaces in the Danish case seem to emerge at the formal regional (and informal metropolitan.–regional) scale that undermines planning interests organised at the existing regional scale. These new spaces of governance have been promoted by and reflect the intentions of the liberal.–conservative coalition government to decentralise spatial planning to the municipal level, while also maintaining national-level clout in planning decision-making processes. The Danish case partly resembles that of the UK under New Labour, where the state retained its ways of exercising power at the regional level (Counsell and Haughton, 2003). However, it differs quite notably from such English cases at the time where regional planning seemed to have emerged in a comprehensive and inclusive fashion in terms of policy making and implementation (Pearce and Ayres, 2006).

Finally, the role of regional planning has shifted from 'steering' spatial development to 'facilitating' economic growth. The traditional structure of the Danish planning system based on the principle of framework control enabled regional planning to ensure spatial coherence through the coordination of municipal and other sectoral plans. The cross-sectoral character of regional plans emerged as a need to harmonise multiple societal and economic development objectives in consistency with welfarist values. In this sense regional planning formerly assumed a steering role in safeguarding intermunicipal coordination in spatial development matters. Following the structural reform, this role has been evidently replaced by that of facilitating growth and competitiveness agendas through soft policy instruments. The suppression of the steering role reflects governance and globalisation tendencies, where the role of governments has shifted from 'provider' of services to 'facilitator' for their competitive provision (Haughton and Counsell, 2004; Healey et al, 1997). This shift from 'spatial coercion' to 'growth facilitation' is thereby an expression of the explicit alignment of regional planning with neoliberal discourses and agendas.

In closing, this paper comprises an attempt to frame the transformation of regional planning policies and practices in time. Further research is needed to address the past and current states of regional planning in other continental European settings and also from the perspectives of supplementary conceptualisations to enable the expansion and clarification of these understandings.

Matti Fritsch | The evolution of territorial governance in Finland: learning from Europe?

PhD cand, University of Eastern Finland

Matti Fritsch gave a presentation on the evolution of territorial governance in Finland and the impact of European policy making and discourse on the Nordic country by invoking the concept of 'Europeanisation'. After a theoretical introduction to the concept of Europeanisation, the presentation proceeded to an outline of topical issues in Finnish territorial governance since the 1990s, which include the territorial repositioning as a result of the collapse of the Soviet Union and EU membership in 1995 (e.g. Northern Dimension, Baltic Sea Co-operation), a reorientation in Finnish regional development policy during the 90s against the background of a strong recession, and the rise of Finnish urban and metropolitan policy. This was followed by an analysis of how European influences have shaped Finnish territorial governance, for example the partial strengthening of the regional level of governance, the integration of regional development policy and regional planning at the regional level and the acknowledgement, adaptation and adoption of European concepts and notions in the Finnish planning vocabulary. The presentation also pondered whether there is a territorial epistemic community emerging in Finland. Finally, the presenter concluded that Finland represents complex processes of Europeanisation at the level of an individual country adapting to institutional requirements with indirect effects on spatial planning and territorial governance. Active Finnish engagement with the European policy debate has, thus, resulted in selective adoption and adaptation of policy concepts.



Emīls Pūlmanis | Polycentric development projects in Latvia as an instrument of spatial development

PhD.cand. MSc.proj.mgmt, University of Latvia



The economic potential of all regions of the European Union (EU) can only be utilized through the further development of a more polycentric European settlement structure. Municipalities present several types of economies but effects are not limitless, diseconomies might arise. Polycentric approach to development of region territories is one of the ways how to move EU finance resources to investments of infrastructure and establish attractive environment both for inhabitants and investors.

Regional resource inventory and assessment of development potentials is based on:

- region's own perception & knowledge by active involvement of stakeholders
- resource inventory from the lowest level gradually aggregating to macro levels
- from generalized statements to more abstract, systematic and interlinked analysis of underlying causes, constraints and emerging opportunities

Factors that make the difference: Natural endowments, settlements pattern, infrastructure, production costs e.g. labour costs, human resources, innovation capacity, quality of the services, local institutions, regional identity.

Polycentric development projects in Latvia and their social-economic analysis. EUR 275 million has been allocated to priority "Polycentric development" representing 7% of total ERDF and Cohesion Fund funding, however this is a first step. The biggest part or EUR 263 million has been allocated to 16 municipal authorities to support their city development while the newly created activity to support complex growth in amalgamated municipalities. There is little evaluation done so far for the period 2007-2013. There are two studies commissioned by managing authority concerned with management and control procedures that have been finished.

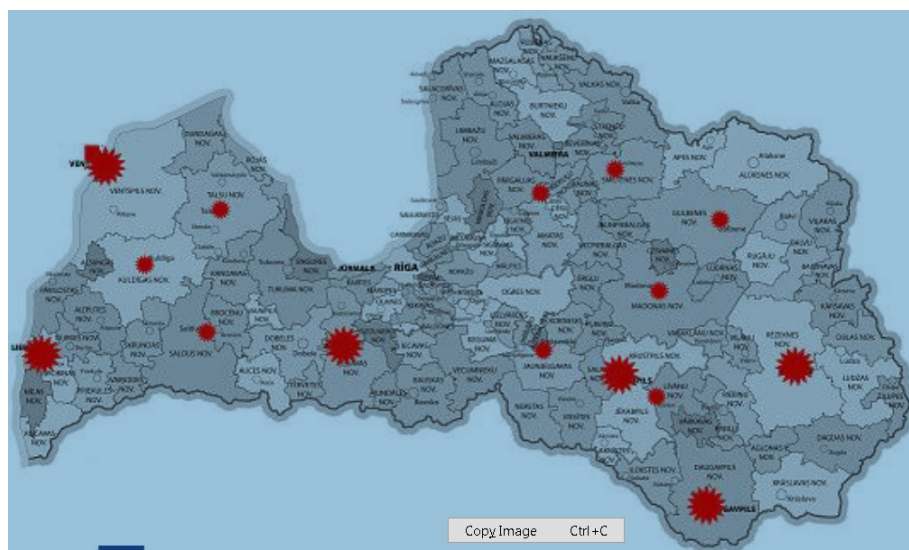


Figure 1. Map of regional centres of Latvia

Cost-benefit analysis (CBA) is most commonly used for public decisions – policy proposals, programs, and projects, e.g., dams, bridges, traffic circles, riverfront parks, libraries, drunk driving laws, and anything else the government might fund. For Major projects the EC requires Member States to submit a Cost-Benefit Analysis (CBA) and then takes a specific co-financing decision. The applicant should show to the EC that, after a suitable CBA, the project's economic net present value is positive, negative, the project will be immediately rejected.

Table 1. Cost – benefit analysis as polycentric development evaluation tool

No.	Polycentric development program beneficiaries, national and regional development centres	Available Financial instruments, LVL	Resources allocated on 31.08.2012, LVL	Social-economical impact, LVL	Total B/C	Impact Rank
1	Aizkraukle	6,419,410	5,745,499.61	12,620,947	2.20	3
2	Cēsis	10,163,250	8,493,103.64	14,947,862	1.76	7
3	Daugavpils	22,408,905	21,191,005.05	36,872,349	1.74	8
4	Gulbene	4645605	3390496.52	3,452,558	1.02	16
5	Jelgava	18058545	16309171.28	32324777.48	1.98	5
6	Jekabpils	13415125	9511040.64	13949526.27	1.47	12
7	Kuldīga	6419410	5389791.14	9135695.982	1.70	9
8	Liepāja	21670255	21008004.33	31175878.43	1.48	11
9	Līvāni	6,419,410	5,913,648.08	11587822.84	1.96	6
10	Madona	4645605	4645604	12790896.35	2.75	2
11	Rezekne	16334570	16316490.82	34074271.66	2.09	4
12	Saldus	6,419,410	5,685,583.81	8263048.471	1.45	12
13	Smiltene	4645605	4614372.45	5721821.838	1.24	15
14	Talsi	6419410	6419409	9136958.81	1.42	14
15	Valmiera	13415125	12492808.14	39994832.92	3.20	1
16	Ventspils	16334570	15168088.95	25937432.1	1.71	9
	Total		162,294,117.46	301,986,679.87	1.86	

Conclusions

The development of a CBA procedure able to deal with different and yet undefined policy programs has to be dynamic in nature and be able to adapt as more specific information about the specific need of the policy maker becomes available. Still, it is important to define the social and economic benefit of implementation of the projects based on definition of social and economic analysis and potential benefits. At the same time, the implementation of such projects is important to ensure the municipalities can carry out their functions defined by the legislation. The role and significance of CBA in the decision-making process for infrastructure and construction project financing, as it is important that investment is made with the financial input most appropriate given the planned benefit to come from the project's implementation. Latvia has several methodological documentations to evaluate the possible benefits from infrastructure but still there is need for improvements as the only clear defined

methodology is for transport sectors and those which have been provided by the European commission, but not always have been practically used in local municipalities' project evaluations. There is also lack of local municipality capacity (lack of appropriate human resources).



Discussion panel on territorial governance. Dr Daniel Galland makes his statement on governance model while Emils Pulmanis and Matti Fritch are thinking about their arguments.

Sarolta Nemeth | What is territorial cooperation in the ESPON glossary?

University of Eastern Finland






TC across national borders	between whom?	to achieve what?	by means of what?
Cross-border TC: 	neighbouring regions ...	to develop of cross-border social and economic centres (territorial cohesion?) ...	through common development strategies.
Transnational TC: 	national, regional and local authorities ...	to promote better integration ...	by way of forming large groups of European regions.
Interregional TC: 	local and regional actors anywhere in the EU ...	to improve the effectiveness of regional development policies and instruments (and Europeanization) ...	by way of networking, exchanging experience, good practices – „regions of Europe sharing solutions”.

Figure 1. Territorial cooperation across national borders

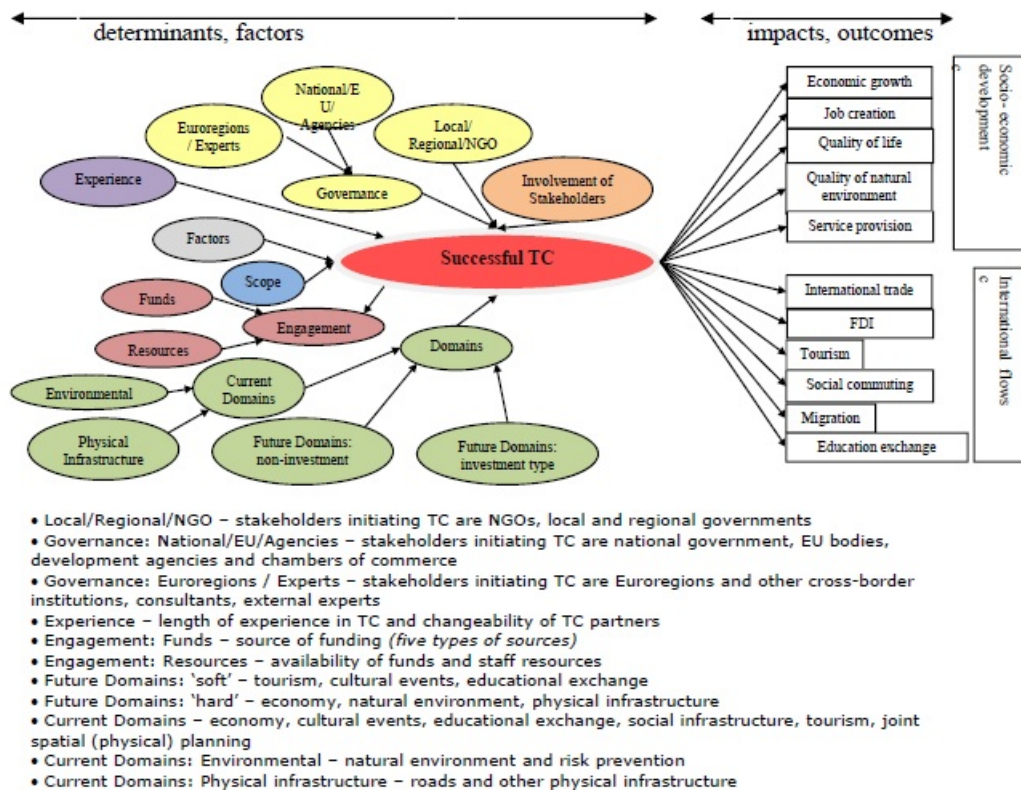


Figure 2. Empirical model of successful co-operation (TERCO Final Report, 2012) - positively verifying the hypothesis that territorial co-operation underpins socio-economic development

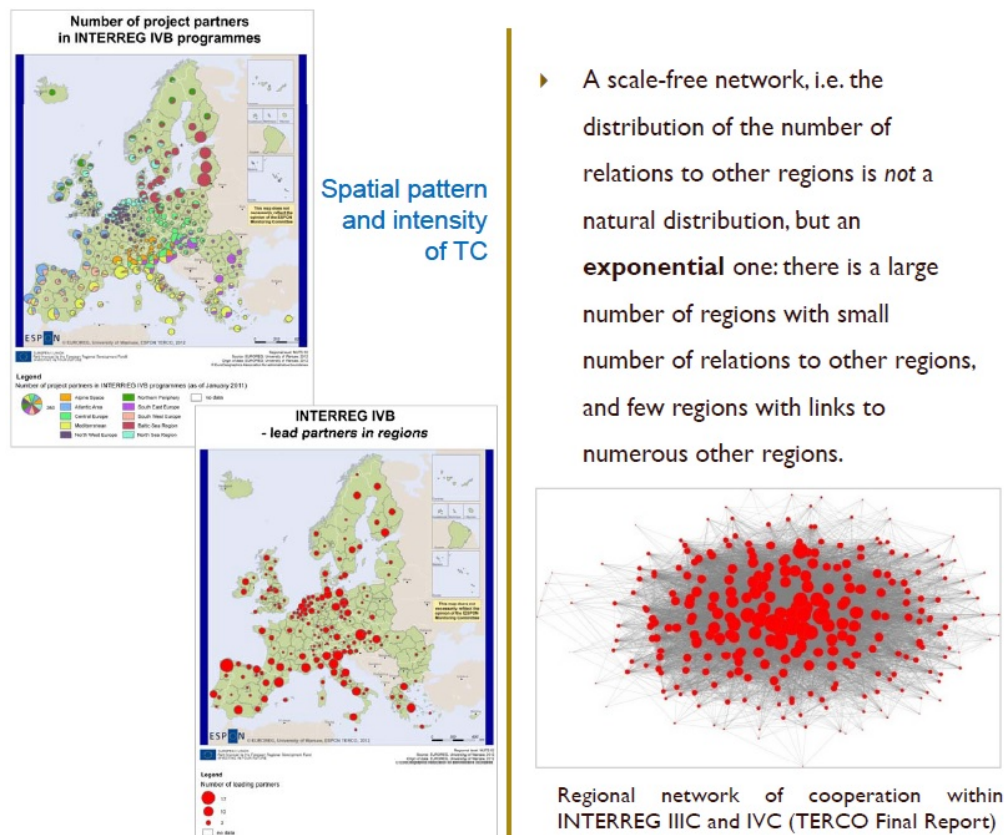


Figure 3. Spatial pattern and intensity of territorial cooperation

Virpi Kaisto | Conducting scientific research to support cross-border co-operation in spatial development planning – ELYSSES study

PhD student, Lappeenranta University of Technology

ULYSSES is an ESPON 2013 project that aims at using applied research results from previous ESPON projects as a yardstick for decentralised cross-border spatial development planning. Multi-thematic territorial analyses will be carried out in six European cross-border regions with the aim of identifying territorial drivers and dynamics. ULYSSES represents the new "Targeted Analysis" type of ESPON projects that are implemented in partnership with local stakeholders. ULYSSES project is thematically cross-cutting and it explores following territorial issues and challenges pin-pointed by EU policy orientations and previous ESPON projects:

(1) Territorial socio-economic dynamics including patterns of cross-border polycentric development, urban-rural relationship, accessibility and connectivity of the regions and effects of demographic change.

(2) Territorial performance dynamics picturing the performance of the cross-border areas in relation to the revised Lisbon Strategy and the Gothenburg Strategy.



6 Multi-thematic Territorial Analyses

- 1) The Upper Rhine cross-border area (France, Germany and Switzerland)
- 2) Pyrenees (Spain and France)
- 3) The cross-border area between Greece and Bulgaria
- 4) Euregio Karelia (Finland and Russia)
- 5) Euroregion Pomerania (Poland, Germany and Sweden)
- 6) Extremadura/Alentejo (Spain and Portugal)

7 Data Fact Sheets

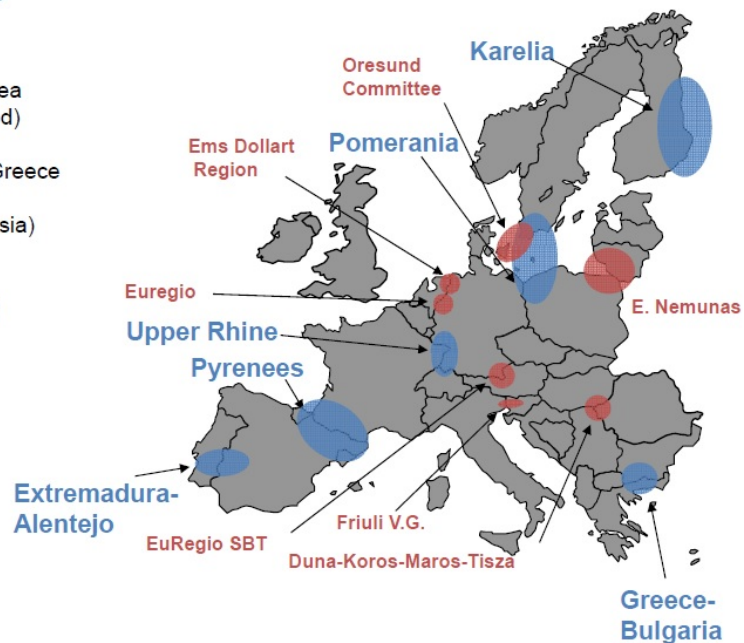


Figure 1. Case study areas of ULYSSES.

Case study in ULYSSES project is EUREGIO KARELIA consisting of three Finnish provinces and the Republic of Karelia in Russian Federation. This case study offers an intriguing addition to current European spatial development planning discussion, because it addresses a region that is not only a sparsely populated rural area and periphery both from national and European perspectives, but a region spanning to EU Eastern Neighbourhood.

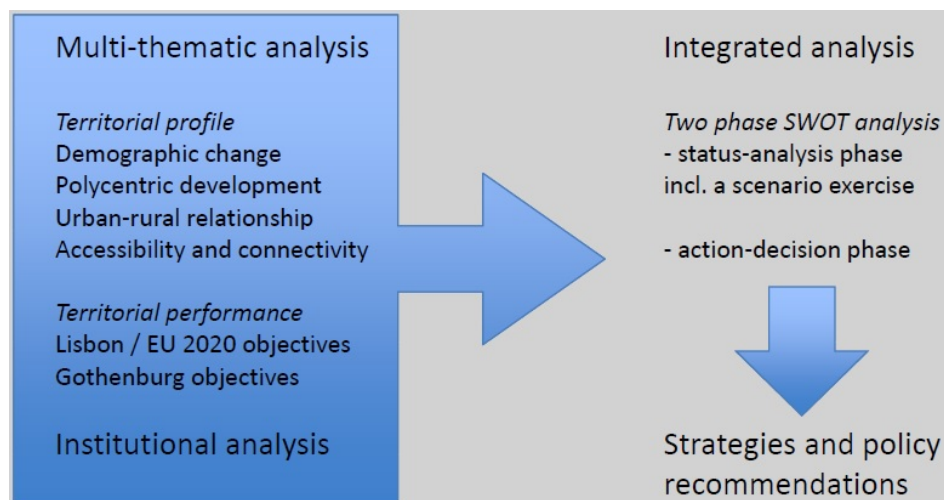


Figure 2. Method of ULYSSES cross-border study

The study is relevant also for the Nordic-Baltic countries, since besides Finland Russia shares a land border with Norway, Estonia, Latvia and Lithuania. From practical point of view this case study offers many challenges starting from data collecting and modifying indicators in case of data gaps. In my presentation I will share my impressions and experiences from the first five-month period on the topic. This study contributed to her doctoral thesis, which is dedicated to cross-border developments at Finnish-Russian border area.

Challenges of Euroregion Karelia are as follows:

1) EU external border and its direct and indirect influences on the development of the cross-border area.

- In comparison with the EU internal borders, the external border creates a barrier for the movement of people and goods.
- According to the research results the border has in the 2000s become a relevant factor influencing development of the border regions.
- Location at the border challenges spatial planning and territorial development activities: it is not possible to develop the regions without paying attention to the cross-border aspect (e.g. nature and environment).

2) Urban-rural relationship

- Euroregion Karelia has from a European perspective a large share of unpopulated and sparsely populated areas; a large potential for developing sustainable tourism, renewable energy production and nature protection areas.
- Rural areas lose population and employment opportunities in rural areas weaken.



PhD student Martin Gauk, University of Tartu, was discussant for the Virpi Kaisto's presentation. Gauk emphasised that territorial cooperation is a vital contributing element for the prosperity of the regions and to European cohesion. Still, a lot more effort needs to be directed towards institutional capacity building, in order to fully exploit the benefits that mutual partnerships can provide. This is especially challenging task when we are looking towards the external border areas of the European Union such as the Karelia region, where governance structures, legal instruments, institutional frameworks and cultural diversity needs to be addressed.

Jussi Laine | New Civic Neighbourhood at the Finnish-Russian Border. Cross-Border Cooperation and Civil Society Development

PhD student, University of Eastern Finland

Jussi Laine discussed understanding of borders:

- **Hegelian/Darwinian** (Ratzel/Mauß): borders determined by the physical, cultural environment – ‘good’ and ‘bad’ borders
- **Historical geography and anthropology** (Bloch/Le Febvre/de la Blanche): borders are wilfully created by society
- **Scientism** (Christaller/Lösch/Hägerstrand): borders as elements of the physics and geometry of social relations
- **Neo-Kantian Functionalism** (Hartshorne/Kristof/Jones): border as a function of historical evolution - exhibit essential and necessary characteristics (consolidation of the state)
- **Marxian/Critical**: borders as a systemic element of capitalist accumulation and concomitant forms of stateness, territorial control
- Borders as **complex social constructions** (Paasi/Balibar/van Houtum) e.g. in terms of social/cultural contention, exercise of socio-political and cultural power, manifestations of irrational rationalities - fear, exclusion and paranoia



He stressed also in challenges of border studies:

- **Cultural**: borders as symbolic representations of cultural affinity, familiarity and “otherness” (redefining the national and European)
- **Ideational**: involving representations of Europe vis-à-vis its neighbours
- **Political**: practical consequences of EU border regimes and crossborder co-operation policies
- **Economic**: more open regional economic space confronted by securitisation policies

Primarily borders serve the purpose:

- The simplest way to understand borders is to examine them by their function:
- borders limit our lives they also have an effect on how we behave in different circumstances, how we perceive different places
- borders are about power relations; the weaker and stronger state see the border separating them from different perspectives
- borders help us to create and perceive differences, which are indispensable for us in order to construct contexts and meanings
- Multifaceted understanding of political, social & symbolic significance of borders needed to interpret the broad socio-political transformations taking place

Borders promote switch from nation-state to multigovernance:

- Overlapping competencies among multiple levels of governments and the interaction of political actors across those levels’ (Marks et al. 1996)
- Challenges conventional structure of centralized, hierarchical national authority by dispersing governance across multiple jurisdictions
 - Straddles the borders between:
 - the domestic and the international
 - comparative politics and international relations
 - public and private spheres
 - the state and civil society
- While the do formed transnational space is evidently more virtual than it is geographically bound...
 - ...most transnational actors remain “rooted” in their local conditions

His conclusion summary is that despite the forces of globalization, national borders have remained imperative:

- Cross-border networks an important resource for the development of Russia's social economy, eroded the image faceless image of Russia in Finland
- Evolution of CBC suggests that processes of institutional learning have increased the effectiveness of CSOs on both sides of the border
- Enabled CS actors to learn how to operate in new international co-operation environments
- More than transfer of 'best practices', has promoted new ways of seeing CSOs as actors whose roles and activities reflect their social and political embeddedness
- Challenges: securing the financial viability; sustainability of CSOs; and promoting the legitimacy of social enterprises as providers of public goods
- SE conception particularly important in peripheral regions with limited prospects for short-term 'returns', where multiple support mechanisms are needed
- to reduce grant dependency, to establish greater rapport between CSOs and local governments
- A cross-border space for social contracting and social welfare policies through CSOs?



Discussion on territorial cooperation and Europeanisation of border regions was facilitated by Prof Heikki Eskelinen and Dr Daniel Galland.



ESPON ECPs and presenters at the university campus

2 Postgraduate workshop in Tartu: European Union external border – territorial specificities, trends and disparities, April 16-17th, 2013

The second [ESPON/ENECON](http://www.espon.eu) postgraduate workshop focuses on EU external border, territorial performance, disparities and policies of border regions. The workshop facilitates discussion on border areas based on ESPON evidences (TERCO, TEDI, GEOSPECS, ULYESSES etc see www.espon.eu) and other border research. This two-day workshop is organised in connection with the NORDPLUS seminar on EU external borders. The working language of the workshop is English.

Location: University of Tartu, Omicum
Venue: Tartu, Riia str 23 – 105
Programme



16 April 10.00 NORDPLUS seminar
What makes peripheries different? by Dr Ilkka Pyy
 Course introduction by Dr Garri Raagmaa
 Presentation case study areas
 12:00 Lunch at Kotka kelder Pepleri 14

Tuesday 16 April 15:00 - 17:30

15:00 **Rein Ahas**, Prof PhD (Head of human geography chair, UT)
Welcome
Antti Roose, PhD (ENECON project, ESPON Estonian ECP, UT)
Introduction
 15:15 **Matti Fritsch**, PhD (University of Eastern Finland, UEF)
Territorial concepts and policy framework of EU external border
 Q&A, discussion
 16:15 **Rodrigo Bueno Lacy** (Radboud University Nijmegen) *Undressing Europe: Growing pains & the geopolitical virtues of border uncertainty*
 Q&A, discussion
 19:00 ENECON dinner

Wednesday 17 April 9:00 - 13:00

Moderated by **Matti Fritsch**, PhD University of Eastern Finland
 9:00 **Lefteris Topaloglou** PhD (University of Thessaly) *'Border syndrome': Development Patterns in the EU Border Regions and EU policy making*
Skype session
 9:30 Postgraduate session I
Stanislaw Domaniewski (UEF) *Towards a more open border between Russia and Poland?*
Henrik Nielsen (UEF) *Bringing perception across the border... and back home?* **Jūlija Stare** (University of Latvia) *The formation of hybrid identities in an ethnically and religiously diverse society*
 11:00 Light meal and coffee break at the lobby
 11:45 Postgraduate session II moderated by **Antti Roose**

Mindaugas Staniūnas (Vilnius Gediminas Technical University)

From border to border - Lithuanian case

Irina Kazina (Transport and Telecommunication institute, Latvia) *Coordinated management of border crossings via joint information systems*

The workshop infrastructure

Workshop premises Omicum of Tartu university

Workshop hotel in Tartu: Pallas <http://www.pallas.ee/en/homepage>.

Workshop lunch "Kotka kelder"



Materials for downloading

Programme – all presentations in detail and photos can be seen at the NORBA-website

<http://rha.is/enecon>

45 students and lecturers from 5 continents and 21 countries discussed regional development and cooperation at EU external border in the light of ESPON territorial evidences from TERCO, TIGER, GEOSPECS and others. Taking into account the increasing openness of Europe but also peripherisation processes, the workshop facilitated discussion on intensified cross-border functional interdependencies and cooperation, exemplified by border regions of Estonia, Latvia, Finland and Russia, also Poland-Kaliningrad border. ESPON speakers and doctoral students debated on EU enlargement and regional policy effects transforming such regions, territorial potentials of borders as a resource and interface as well changing identities and perceptions. Lefteris Topaloglou stressed in his Thessaloniki-Tartu Skype session on TERCO findings a need to consider and incorporate territorial diagnosis of the border phenomenon into the programming of territorial cooperation and neighbourhood policy.

The workshop presentations are available at [ENECON](http://enecon) and [ESPON Estonia website](http://estonia.espon.eu).

SESSION 1 Tuesday 16 April

The chair of session **Antti Roose** opened the ENECON session with 45 participants.

Prof Rein Ahas | Words of Welcome

Prof Rein Ahas, chair of human geography at the **Tartu university** welcomed participants who joined ENECON PhD workshop.



Antti Roose | Setting the workshop scene

Antti Roose, **ESPON ECP Estonia** introduced the ESPON 2013 research on cross-border studies, briefed on Estonian-Russian cross-border developments as well introduced the workshop programme. The aim of this workshop is to address the evolution of European external borders, their territorial performance and asymmetries. The collection of keynote and PhD student/young fellows presentations spans a wide variety of topics across Northern European and Eastern European borderlands.

For the last decades, the European Union (EU) has made a huge effort to promote economic integration by creating a free labour market, encouraging the mobility of capital and promoting a monetary union. Rather, the process of EU enlargement has produced positive and negative effects on border regions (Niebuhr 2008, Petrakos and Topaloglou 2008). Opening this workshop with the iconic border panorama from Narva, two contradictory and simultaneous trends have been recorded during last two decades: the de-bordering of European territory, resulting from the proliferation of functional interdependences and institutional relationships (Perkmann 2003), and the re-bordering of Europe, stemming from the re-emergence of nation-state building processes (Scott and van Houtum 2009). According to the typology developed by Topaloglou et al. (2005), a very heterogeneous picture of the current process of integration in border regions can be observed in Europe, with a strong division between regions from old and new EU members, of course, but also inside the former western and eastern parts of Europe, between metropolitan regions and less urbanized areas. While the main challenges for internal border regions is mostly to enhance institutional cross-border cooperation to minimize the remaining obstacles that could further slow regional integration,

external border regions from Central and Eastern Europe are facing the challenge of increasing their functional integration and improving the quality and density of cross-border infrastructure (European Union 2010). The main objective is to overcome political conflicts, such as in the case of Estonia and Russia.



Left, The borders are rather spaces of flows. Russia-Estonian rail flows are channeled across very narrow Narva railway bridge. Despite, Russia is the third export country for Estonia, 12% of total. **Right,** the Narva hydropower plant keeps two major oil shale power plants running, decreasing Narva reservoir two meters means blackout for whole Estonia or even for some part Russia.



Figure 1. Economic discontinuity by GDP per capita (ESPON maps).

Relevant ESPON projects presented and discussed in this workshop:

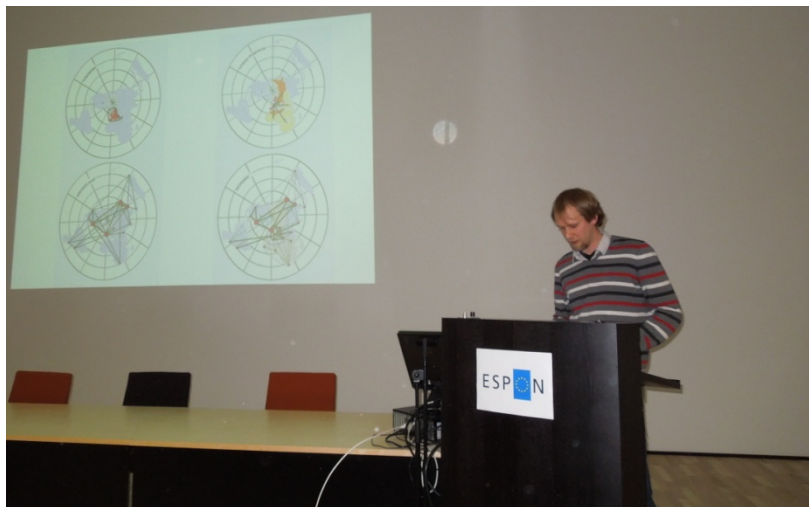
- **TERCO** European Territorial Cooperation as a Factor of Growth, Jobs and Quality of Life
- **ITAN** European Neighbour Regions
- **ULYSSES** ESPON evidence as a yardstick for cross-border spatial development planning
- **GEOSPECS** Geographic Specificities and Development Potentials in Europe
- **ESPON TEDI** Territorial Diversity in Europe
- **DEMIFER** Demographic and Migratory Flows Affecting European Regions
- **TIGER** Territorial Impact of Globalization for Europe and its Regions

Matti Fritsch | Territorial concepts and policy framework of EU external border

University of Eastern Finland

Doctor Matti Fritsch defended his doctoral dissertation on Russian Dimension in European Spatial Development Policy in Joensuu in January 2013, supervised by professor Heikki Eskelinen. The special territorial relationship between the EU and Russia is the result of different positions in geopolitics, governance and spatial planning; academic schools also differ. Matti Fritsch's thesis, bridging this gap, helps to demystify understandings of the EU's current external territoriality and the 'Russian dimension' by providing exploratory answers to questions of spatial policy and interaction, presenting proof of inclusive/exclusive governance tendencies, promoting further dialogue on bilateral territorial collaboration and assessing rationales of cross-border potential in an era of globalisation and in the context of the European economic crisis.

In addition to his thesis, Matti Fritsch conceptualised cross-border cooperation across the external border, in particular Finnish-Russian case discussing findings from TERCO and EUborderregions.



Matti Fritsch gave a presentation on the territorial concepts and policy framework at the EU's external border, using the Finnish-Russian border as an example. The presentation started with an introduction to different conceptualisations of Europe in general and its territoriality in particular drawing, for example, on Agnew (2005) "Europe as an 'idea' and as a 'project'", Sakwa (2006) "Civilisational Europe", "Pan-Europe", "Official Europe" and (Bialasiewicz 2011) "EUrope: fusing of the institutional embodiment and its territory". The 'territory' of EUrope is inextricably linked to its external borders as markers of EUropean territoriality where practices of inclusion, exclusion and boundary-making co-exist. Bialasiewicz, Elden & Painter (2005) invoke the concepts of aspirational vs. hard territoriality, where the former represents a "space of values and area of solidarity; it evokes the ideal of territorial cohesion" and the latter "border controls, jurisdictional limits and a concern with territorial integrity and sovereign rights".

Such aspects come to the fore also at the Finnish-Russian border where questions such as the following can be asked: how should interaction with countries in the EU's neighbourhood that are not foreseen – or do not desire – to become members of the EU to develop. Geopolitical competition exists between the EU and Russia, both aiming to exert influence on their neighbours. Russia is a normative power, too, which is exemplified, for example, by the Eurasian Union. However, there are also important collaborative processes, including the strategic partnership through "Common Spaces" (including Roadmaps) and the ENPI funding framework. Russia increasingly claims an equal footing in the cooperation with the EU.



Rather unproblematic border Finland-Russia

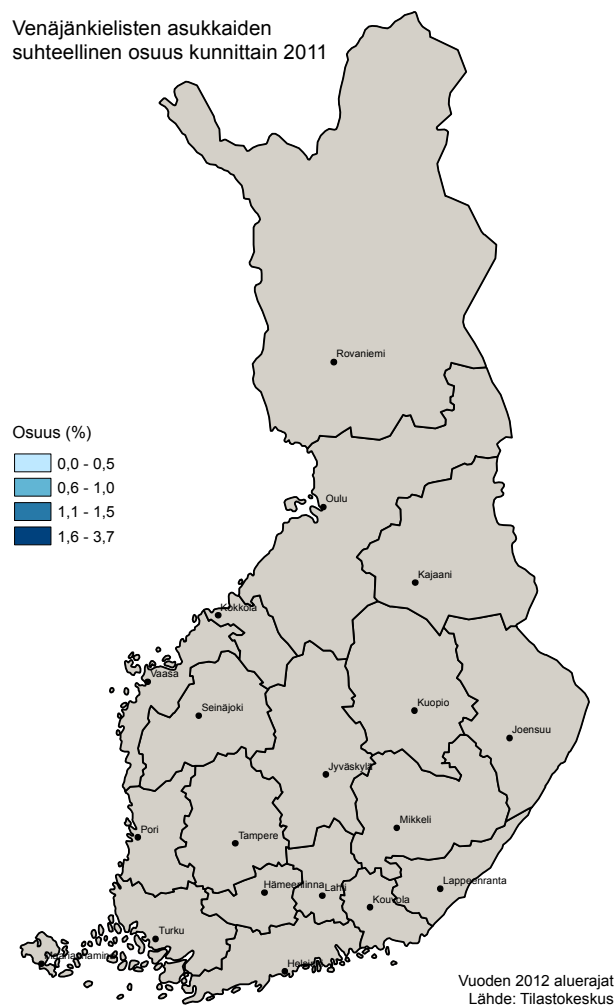


Figure 1. Migration from Russia to Finland

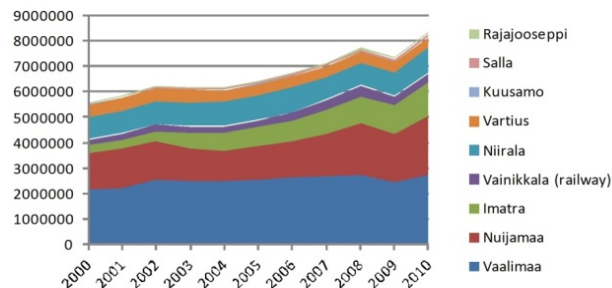
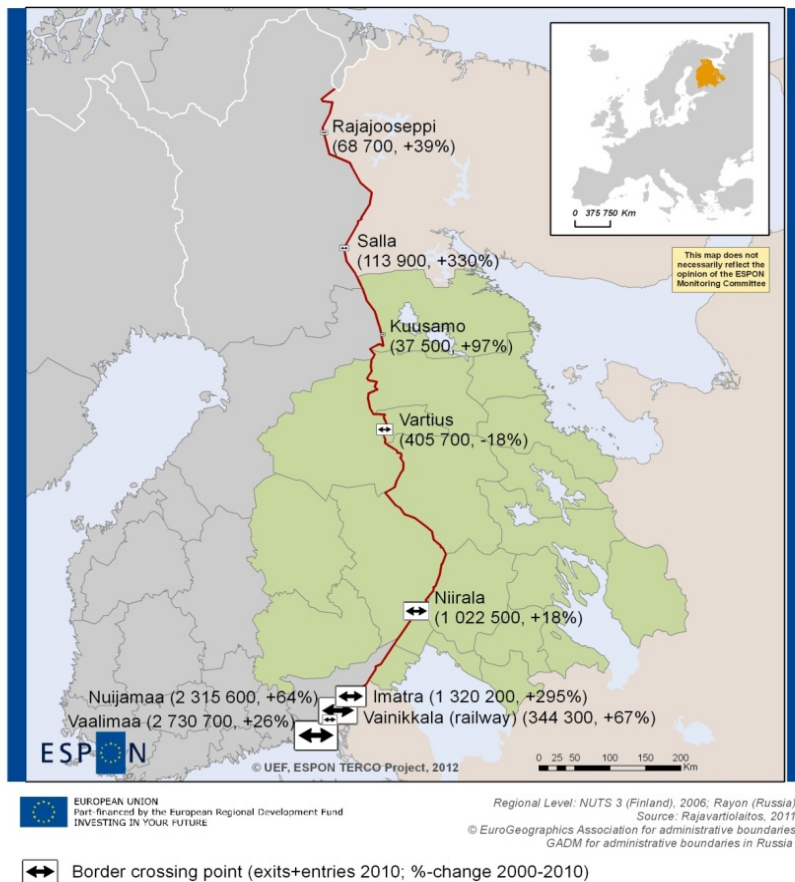


Figure 2. Mitigation of peripherality against slowly improving accessibility

As regards the Finnish-Russian border, territorial cooperation between Russia-Finland started in 1992 as Neighbouring Area Co-operation (NAC), coordinated by the Finnish Ministry for Foreign Affairs. EUR 293 million were channelled into co-operation projects with Russia from 1992 to 2009. The major areas of cooperation were promotion of environmental protection and nuclear safety, combat of the spread of risks related to contagious diseases and drugs, and support of civil society development and administrative and legislative reforms. EU enters to the playground in 1995, combining INTERREG (cohesion policy, on the Finnish side) and TACIS (external policy, on the Russian side) programmes. Originally, these two programs were separate in terms of aims, geographical extent and decision-making. In 2007, the European Neighbourhood and Partnership Instrument (ENPI) was launched (only signed for implementation by the Russian Federation in 2010) single budget, common management structures, a common legal framework and implementation rules). It embodies a single application and selection process on both sides of the border with Russia providing its own funding. In practice, ENPI CBC deals with similar domains to those CBC activities which take place at most of the EU-internal borders aims, but projects are generally more modest across the external border of the European Union. On the Finnish-Russian border there are still visible asymmetry persisting across the border in terms of participation levels and the diversity of actors, limits are set by low cross-border accessibility and populations numbers and CBC can be influenced by developments at the higher

echelons of political relations and decision-making and the general geopolitical setting between Finland as well as the European Union and Russia.

Conclusions can be drawn asking: is Russia's self-assertiveness and status as a non-candidate a good thing? The cooperation model acknowledges differences e.g. limits to subnational emancipation in Russia many things take place outside official territorial co-operation schemes. Also, it is tested that there is a need to pay more attention to regional development aspects at the external border assessing specific 'borderland contexts'.

Rodrigo Bueno Lacy | Undressing Europe: Growing pains & the geopolitical virtues of border uncertainty

PhD cand, Radboud University Nijmegen

Rodrigo Bueno Lacy focused his talk on perceptions of European history, identity, intra-European colonialism, radical cartography and critical border studies as well as their divergent geopolitical implications for the EU project and ESPON evidences. He offered wider than EU political mainstream transcultural perspective on cartopolitical critique. Indeed, geopolitical critique, he offered, has been very much lacking and tremendously needed in both European historiography and geopolitical narratives on Europe and the European Union. Taking the particular venue and audience of this workshop into account, he focused also on the Nordic and Baltic countries.



For centuries diverse geopolitical projects have been trying to map the borders of Europe through cartographical proposals inspired on the geopolitical discourse of their makers. These maps of the past are now usually seen with condescendence due to their mathematical inaccuracy, fantastic ornaments and what today would be outrageously inappropriate portrayals of phenotypes, allures and cultures. However, by studying the cartopolitical representations of Europe crafted by the European Union, we suggest that current maps should deserve the same if not a more suspicious look. Although the precision of today's satellite maps promotes the idea that geography has become objective, the suggestion that the EU makes about the borders of Europe promotes not a dispassionate representation but a deeply geopolitical insinuation comparable to the one promoted in classic figurative maps. The extent of cartographical manipulation done by the EU can be perceived in the subtle nuances that either conveniently lighten or obscure the peoples and places the EU wants either to include or exclude from its geopolitical project. Europe is and always has been an adaptable construct rather than a self-evident reality. The criteria used to pin down and visually represent Europe are endowed with the inescapable bias of their makers and thus cannot serve as incontrovertible truths but merely as disputable suggestions. Our aim is to argue that, contrary to mainstream belief, the targeted bordering of manufacturing a community in and by the EU as well as its outsiders is not based on geographical, historical or cultural grounds but on a conscious cartopolitical cleansing. In this sense, the maps of Europe today are more dishonest and geopolitically cunning than the inaccurate figurative maps of before.

The borders of the EU are zones of transition where the possibility of difference is present at all times and thus are privileged spaces to create more open, empathetic and resilient societies (Kramsch, 2010). Their routinely confrontation with strangeness gives borderlands the potential to create more cosmopolitan identities by raising people less averse to confrontation and more inclined and able to accommodate their identities to external influences. Flexibility and permeability are more truthful expressions of the sentiments, passions, hatreds, incongruous feelings and incommensurable human experiences that inevitably unfold along international borderlands, which rigid state policies strangle

with the stiff hands of hard border controls. With the help of maps I will dislocate the popular boundaries of Europe to show that European civilisation's boundaries extend far beyond what is commonly assumed. Xenophobic political parties in the EU as well as historical narratives promoted by EU institutions recurrently parade ancient Greece, the Roman and Carolingian empires, the Renaissance and the Enlightenment as the periods during which Europe's cultural essence fermented to give it its unique flavour. They appropriate these times as well as their achievements and productions as the zealously guarded heritage of EU countries— which preen themselves on being the natural heirs and bearers of European culture— and amputate these historical epochs from any territories outside the EU. This alienation of European culture from the rest of the world is further promoted by a cartographical representation that dissects physiographical Europe—delimited by the external borders of the EU—from the rest of the world. The contrast between the 5 euro bill and a map showing the full extent of the EU's administrative borders is an illustrative example (see figures 1 and 2). In the 5 euro bill the heritage of ancient Greece and Rome—evoked by the alternative spelling of the currency in Greek letters and by the Roman aqueduct, respectively—is coupled with a cartographical suggestion of a Europe that vaguely ends somewhere near the Don river and is purposefully cut off from Anatolia, North Africa, Russia and, strikingly, even half of the Mediterranean—despite this sea's paramount significance throughout European history. Although one could be inclined to argue that this is the obvious representation of the EU, one can see the extent of the cartographical manipulation by looking at the map of the EU including its overseas territories, some of which are integral part of the Union's member states (as French Guiana is of France) (Kramsch, 2012).

What I have tried to show is that ancient Europeans had neither the conceptual nor the technological or visual tools to think of Europe as an homogeneous territory, a part of their common identity—which they did not even start to develop until the 15th century—or, ultimately, as a place particularly different and relevant when compared to the other continents. The very idea of continents is modern and thus we should avoid the "continental deception" which may be considered to an analogous analytical tool as (Agnew, 1994).

The geographies which have shaped what today is conceived as essentially European do are not to be found exclusively in the European continent and, even those that are, have not considered their attachment to the European continent as a relevant part of their identity for most of history. Before Europe became a relevant identity for the peoples inhabiting the European continent, the most relevant identities of the most relevant civilisations with a foothold in Europe were of an extra-European nature.

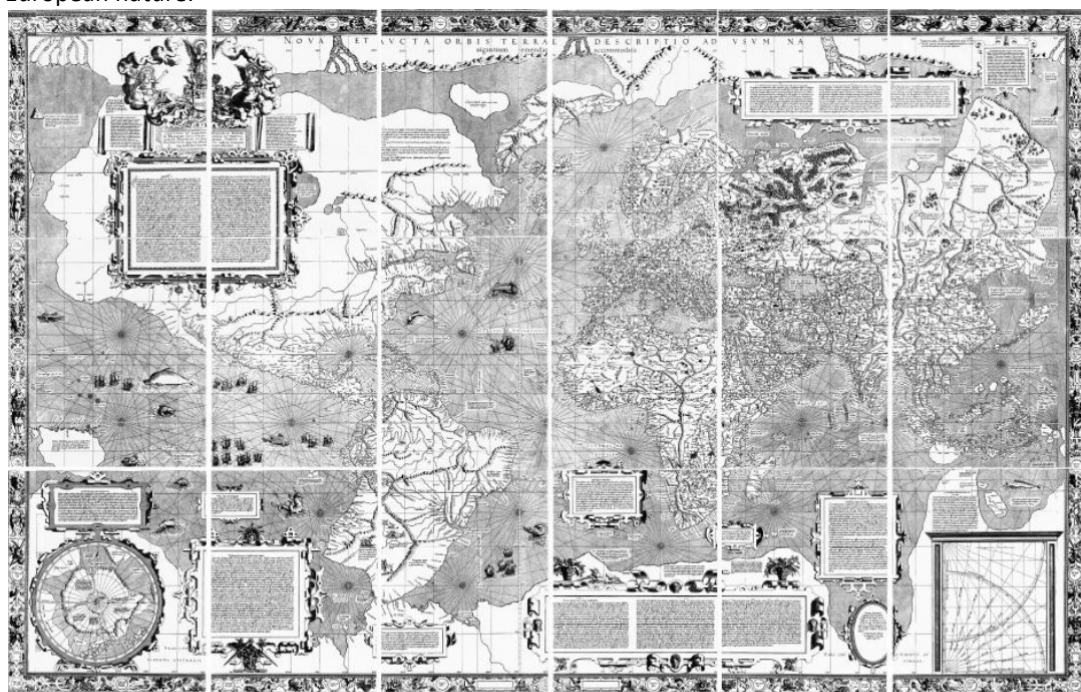


Figure 1. Mercator world map from 1569

Classical Greece, the Roman Empires (eastern and western) and the Muslim caliphates could not help but to think of themselves as fundamentally Mediterranean civilisations because their geographies extended along the three continental coasts connected by the Mediterranean sea. In this article I have paid particular attention to the Mediterranean Sea in order to dislocate Europe's current paradigmatic boundaries. I have considered the Mediterranean not only as a mere water mass but also as the coastal regions of the three continents that are brought together by it. The reason for my particular emphasis on this hybrid ring of water and land is that sunk and forgotten under the history of the Mediterranean lie some of the most significant borders of European civilisation. The Mediterranean has been the most European feature in European history and now the European Union is trying to close it and detach itself from it. This negation of the Mediterranean is probably one of the most anti-European features of the European Union.

SESSION 2 April 17th, 9.00–13.00

Chair Matti Fritch, University of Eastern Finland, introduced and moderated Skype session live from Thessaloniki.



Lefteris Topaloglou | ‘Border syndrome’: Development Patterns in the EU Border Regions and EU policy making

University of Thessaly

The abolition of the artificial impediments of cross border interaction within the EU, has not only reduced barriers but also brought to the fore a new mix of threats and opportunities that has put the EU border regions in a state of flux. Since the role of boundaries as obstacles to interaction institutionally, at least fades out, the potential of border regions has to be analyzed not only in relation to their national centers but also in relation to their neighbors and the enlarged EU space as well.

Traditional studies on border areas are often enclaved in a “sole-disciplinary approach” or in a “unitary case syndrome” without providing a substantial added value on border theory (Paasi, 2005). Recently, “access” to foreign markets is examined in a broader framework, taking into consideration transport and telecommunication networks, institutional factors, and a series of political and cultural parameters (Topaloglou et. al. 2005). Perceptions and images of people occupy a fundamental position to interpret cross border economic interaction and growth (Van Houtum, 1999, Barjak, 1999). Economic potential of border regions is determined among others, by culture, language, nationality and other socioeconomic and geopolitical characteristics of border regions (Reitel, et al. , 2002; Arbaret-Schulz et al., 2004).

As seminal contributions, the theoretical discussion of the 1950’s (Solow, 1956; Swan, 1956; Myrdal, 1957; Hirschman, 1958; Rostow, 1959) sets the ground of modern economic development theory and policy making at the national and subnational level. Later on, the endogenous growth revolution (Romer, 1986; Lucas, 1988), the new economic geography (Krugman, 1991; Fujita et al., 1999) and the institutional turn in economics (Rodrick et al., 2004; Acemoglu and Johnson, 2006) represents the recent dominant thinking on economic growth and development. The fact that both place and

context matter for development and growth, has been well understood by geographers and sociologists for well over a century. In contrast, for most economists, an awareness of this has only slowly started to emerge since the seminal work of Paul Krugman in the early 1990s. However, little attention has been paid, only until recently, towards the development intervention side (Barca, McCann and Rodriguez Pose, 2012). On economic geography, market potential and proximity to markets of each border region in the broader European space matters (Harris, 1954; Melchior, 2008). Low trade costs and increasing return of scale drive firms closer to large markets (Weber, 1909). In open economies, some places offer cheaper access to foreign markets, due to locational advantage (Villar, 1999). Foreign demand drives domestic firms to relocate closer to the borders. However, foreign supply drives domestic firms to relocate to the interior, away from the foreign competitors (Brühlhart et al. (2004). Trade opening is associated with spatial divergence or convergence in border space. Previously less developed regions with better access to foreign markets favor convergence and vice versa (Hanson , 1997, 1998). NEG paradigm followed. Firms, tend to move towards the large markets due to reduction in trade cost and nominal wages (Krugman, 1991, Fujita, 1993). Workers are attracted by higher real wages and the wider product variety found in agglomerations, making the location of firms in the actual place more profitable (Krugman, 1991, Fujita, 1993). Centripetal forces (market size effects, thick labor markets, informational spillovers) increase the variety of goods, decrease prices and raise profits if trade costs fall below a critical level (Krugman, 1998). However, centrifugal forces (immobile factors, land rents, pure external diseconomies) come to the fore mainly due to congestions costs and intensive competition (Tabuchi and Thisse (2002).

Current state of art of new economic geography regarding border studies says that economic growth will always be spatially unbalanced, but development can still be inclusive. Regional development policies should integrate lagging regions with those doing better. Emphasis on connective “infrastructure” such as highways, railways, airports, and telecommunication networks. Change from “space of places” to “space of flows” (Castells, 2007). The crucial role of spatially blind “institutions” such as general administration and social services. Targeted “interventions” such as special incentives for enterprises to locate in lagging regions, should be used sparingly. Seeing “Development in 3-D” (Density, Distance, and Division) and accordingly, “Policies in 3-I’s” to overcome each dimension (Institutions, Infrastructure, and Interventions). Development model based on “spatially-blind” strategies, in which “policies are designed without explicit consideration to space”.

According to Place-based Approach Development interventions should:

- be tailor-made adjusted in spatial localities
- focus on people within places
- ensure interactions between institutions and geography
- promote knowledge through interaction between exogenous (top-down) and endogenous (bottom-up) policies
- be designed and applied through a multi-level governance approach
- not simply “follow” the decisions of large corporations towards agglomerations located in the leading areas.
- Take into account geographical context in its broader social, cultural, historical, legal, political and economy, sense

TERCO

The main goal of TERCO was to assess the relationship between territorial co-operation (TC) and the socio-economic development of EU and neighbouring regions. TERCO’s key hypothesis (similarly to the one of TA 2020) to be tested was: “Territorial co-operation is one of the factors underpinning the socio-economic development of territorial units”. Among others subordinate objectives the project aimed to: estimate the impact that various types of TC have on socio-economic development and identify key determinants of successful TC.

Impact of TC on socio-economic development compounds the following factors:

- Territorial co-operation contributes to socio-economic development, as its impact on growth, jobs, and quality of life is statistically significant and positive.

- The impact of TC on socio-economic development is, however, evaluated as only minimal to moderate.
- The most noticeable influence of TC on development relates to quality of life, followed by the quality of natural environment and service provision.

Main determinants of successful TC are as follows:

- the success of territorial co-operation depends primarily on factors related to institutions such as:
 - the scope of co-operation (i.e. exchange of experience, sharing tools, advising each other)
 - current domains of TC projects (i.e. natural environment, tourism, culture, economy)
 - resources engaged in TC in terms of staff and funds
 - longer experience in TC and stability of partners (i.e. NGOs, local or regional governments)

In conclusion, the two approaches represent a different reading of the relationships between economic history and economic geography, giving rise to fundamentally different analytical approaches. A systematic discussion on the issues related to the 'border territory' and 'border syndrome' is required in the context of the Europe 2020 Strategy at the scientific and policy making level. One of the tasks ahead should be that of translating the TA2020 into the language and interventions of EU policies in order to improve their effectiveness. There is a need to incorporate territorial diagnosis of the 'border phenomenon' into the processes of formulation and review new programming documents. Local development must no longer be considered as an isolated and only an endogenous process but as a process that requires a balanced top-down and bottom-up strategy within a EU context.



Q&A session. Intervention by ass. prof Garri Raagmaa on EU regional policy and EU external border interfaces.

Stanislaw K. Domaniewski | Towards a More Open Border Between Russia and Poland? Taking a Step Forward in the Kaliningrad Oblast-Warmia Mazury Region

PhD student, researcher, Karelian Institute, University of Eastern Finland

Key Words: Borders, Poland, Kaliningrad

Since the end of the Communist era, individuals living in former communist countries have gained the freedom to directly impact the space which they inhabit. Political, civic and cultural freedoms of expression have been greatly expanded for many societies where this was previously not the norm. Individuals living in both populated and rural areas have felt the benefit that these new freedoms have provided. People living in peripheral border areas have seen border restrictions eased or in many cases erased entirely. Old cultural norms have had to interact with new political situations. The possibilities for individuals to interact across borders to create mutually beneficial possibilities have expanded greatly.



The opening up of borders since 1989 has created vast possibilities within Europe for trade and cultural interaction. Great strides have been made towards integration throughout vast areas in both Western and former Soviet Bloc economies. Nonetheless certain border areas, such as the Polish-Russian border, are still difficult to access. This area is still a partially sealed border which requires individuals to make an effort to access the other side. Recent developments have created a possibility for visa free travel individuals living within a 50 km proximity of the border.

My presentation partly will be based on the ongoing research from my PhD project "Development Potential of Building Closer Cultural Ties in the Kaliningrad Oblast/Warmia Mazury Region: Analysis of Braniewo/Mamonovo and Individual Cross Border Interactions and Relations in a Post-Communist Space". The study is being undertaken in collaboration with the University of Eastern Finland and UEF Karelian Institute's "Border Regions" project. The presentation will discuss a brief overview of the background of the area, theoretical views of the border and a basic examination of recent political and administrative developments.

The study will look at new and shifting patterns of cross-border interaction and cultural exchange in the town of Braniewo (Warmia-Mazury Wojowod- Poland) and Mamonovo (Kaliningrad Oblast-Russian Federation). The study will look at three key questions. Firstly, what are NGOs and cultural institutions doing to impact and facilitate cross-border interactions? Secondly, how are individuals taking advantage of the services NGOs/CIs provide and the key factors that push individuals to seek both social and economic opportunities on the other side of the border? Lastly, what impact do cross-border interactions have on individual perceptions of the other side of the border?

Henrik Dorf Nielsen | Bringing perception across the border... and back home?

PhD student, project researcher,
Karelian Institute, University of
Eastern Finland

Keywords: Border-crossing, Changing
perception, Interaction

Crossing a state border is more than crossing a political line, in most cases it also involves crossing into a different culture, some more different than others. Sometime the difference in culture is why we choose to cross; sometimes it is the reason why we choose not to cross. What these two scenarios have in common is perception. We all have perceptions of other places and people. These perceptions are often made even before we meet “the other”. They are a result of e.g. news coverage, movies and stories told and re-told between people.

These perceptions can change when we interact with “the other” but they can also stick in our minds to a degree that we look past our flawed perception and only focus on the elements that supports it. This study investigates a very diverse group of students, from the University of Eastern Finland, aging from 18 to 30 and from all over the world, going on a five-day excursion to Russia as a part of their studies. Their perception of Russia and the Russians before and after the trip has been under scrutiny. With the help of two questionnaires, one before leaving and one upon returning, the study tries to determine what happens to perception when we meet the perceived, does it change or is it reinforced instead?



Jūlija Stare | Formation of new identities in ethnically and religiously diverse society

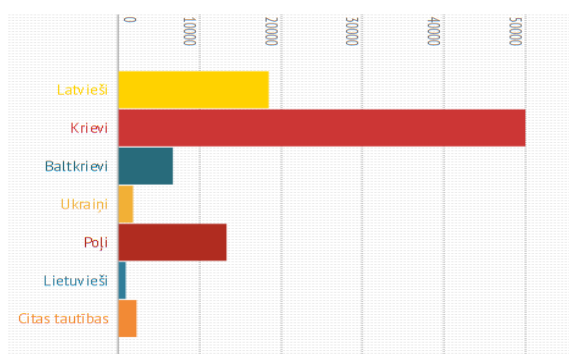
University of Latvia

Cultural diversity as one of the key characteristics of democracy (Horton, 1993) is an undeniable fact of the modern society (Parekh, 2000). Empirical studies show that the process of globalisation, accompanied by the cultural homogenisation and standardisation, paradoxically promotes the preservice and even the prosperity of locally diverse groups (Hsiao: 2002). Thus, the globalisation highlights the cultural diversity of a society, so that the members of the society can include the characteristics of the existing cultural practices or maintain their traditional ones in their daily life. It concerns not only societies with an emerging massive inflow of migrant groups, but also societies where the cultural diversity has been historically developed, for instance, in Latvia.



The current research of Latvian cultural diversity is mostly focused on the topics of the national identity, the integration of ethnic minority groups, and the globalisation and its impact on the society. Little attention has been paid to the existing forms of the cultural diversity and the interaction between them. There is no research on the interaction between the diversity forms and practices, which refer to person's ethnic and religious membership, interaction between the ethnic and religious diversity and its influence on the identity, and changes in the societal discourses. The ethnic structure in various regions of Latvia is different, but mostly highly complex. The most ethnically complex societal structure is observed in Latgale region, which has developed as a multiethnic area both historically and in the relation to the geographic location. In addition to the inherited multiethnicity, there are many different religious groups. According to statistics, one of the largest and most diverse cities of Latgale region is Daugavpils. It has a wide variety of ethnic groups: Russians, Latvians, Polish, Ukrainians, Jews and Belarusians. The situation

is similar to the religious diversity – there are about 90% of officially registered religious organisations, including Catholics, Orthodox, Lutherans, Baptists, Oldbelievers etc.



Considering the ethnically and religiously diverse situation in Daugavpils, the key question raised in this research is how the interaction between the ethnical and religious diversity unveils in the construction of a new hybrid identity of a person. In the theoretical part of the research, the construction process of new hybrid identities is analyzed in a diverse

environment, considering the concepts of the cultural identity in literature, the application of the concept of multiculturalism and its understanding in sociology, the ethnical and religious aspects of the development of multiculturalism, the conditions of the development of new identities, as well as the development of an identity from the social constructionism perspective. In the empirical part of the research, characteristics of new hybrid identities are shown, analyzing the discourse in the indepth interviews with members of religious organizations. The main conclusions are: religion plays a significant role in maintaining the ethnic diversity; the cultural diversity has an impact on the religious pluralism and tolerance among religious organizations; new identities are constructed in the process of social interaction and in the environment of existing cultural discourses; new hybrid identities are constructed in the process of interaction of ethnical and religious practices.

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Mindaugas Staniūnas | From border to border – Lithuania case

Vilnius Gediminas Technical University,
Department of Urban Engineering

Subject: Spatial planning, decentralised planning in centralised system, planning peculiarities in border country,

Field of study: Humanities and technology,

Method of research: Theoretical approach, literature review, historical analysis, comparative study.

Being a border country for a thousand year formed particular Lithuanian spatial structure. Each and every historical period involved many different external actors, e.g., neighbours, enemies and rulers that played major role in defining, implementing and continuously modifying planning system. Over half of the past century marks period of living on a Western edge of a former Soviet Union when Lithuania gained a strong guidance from the “centre”. On contrary, last years belong to a period when Lithuania regained its historical position as an Eastern European edge however this time as a part of the EU. Due to rich and dynamic history the country not only stands on a geopolitical border as a whole but is left arguably uneven inside. Sparsely inhabited regions that dominated in the history of Lithuania were strongly reinforced by prevailing Soviet decentralization, which restricted natural processes: growth of bigger cities and rural-urban migration. Later liberation and flexibility of EU legal mechanisms revealed incapacity of managing planning processes under democratic governance. Such inherited situation became a serious challenge while being an integral part of the EU.

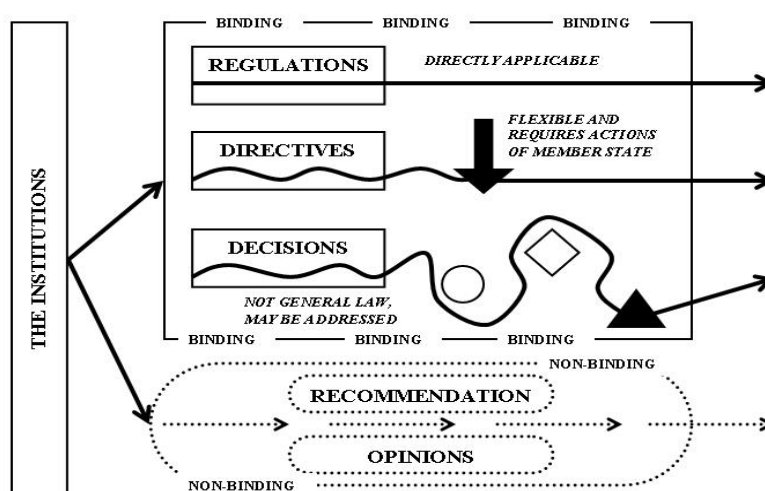
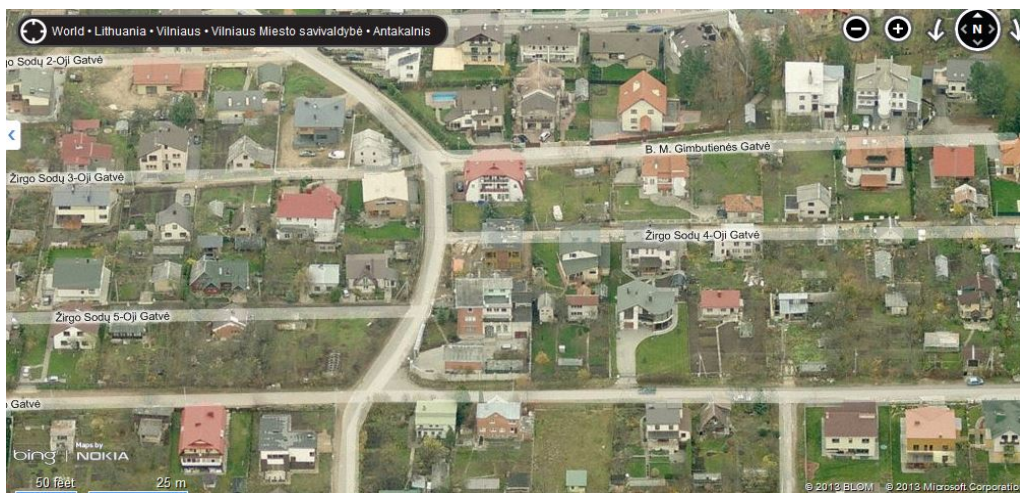


Figure 1. Legal and institution framework of spatial planning after joining EU

Contemporary planning and housing development in Vilnius



Irina Kazina | Coordinated management of border crossing via joint information systems

Institute of Transport and Telecommunication, Latvia

Abstract

The paper discusses the managerial aspects of new information technologies introduction, identifies areas in which it is possible to reduce transaction costs, in order to improve performance. The aim of this work is to develop procedures for providing better performance of different phases in the system "Single Window", which is also the object of study. Having analyzed the process control methodology the mechanisms that help to resolve frame conflicts have been identified and developed. On the basis on these results we can conclude that the developed procedures to ensure enhanced efficiency in a phased commissioning of the system "Single Window" allows one to reduce transaction costs, increase efficiency and improve the quality of information and information field, and that diminishes the conflict within the framework. This is an important point to be considered for its application in the sphere of logistics and customs.



Keywords-frameworks, logistical information, framework conflicts, single window, transaction costs, valuation

Deformation of concepts about the rights and duties of participants of contract financial relations and global economic relations leads to occurrence of frame conflicts. It is clearly seen, that the weak point of all contracts is that the Contractors put themselves into narrow frames in the international laws. The problem is that an output of the contract environment which is under the control of the state and politicians is different from that formed by subsystems. Because of this there are differences in treating rules and instructions that create the risk of conflicts occurrence. The contract environment has been transformed to an original web in the form of the isolated lines and levels. Therefore there is the question of connecting this all into a single entity in a single window. The aim of our research is the development of a procedure to ensure the increase in efficiency of the system «Single window» phased entry. This important point is considered for its application in the logistic and customs sphere.

The theme 'single window' has become rather popular in recent years, and undeniable success has been achieved in this sphere. However, till now there is an electronic government only in a few countries, for example, in some Scandinavian countries where a person can solve a number of questions connected with management, without leaving the house. At present, in some countries it is necessary to go to the service center of a single window and to receive service there. In this area, undoubtedly, there is space for further progress.

The software plays a major part in realization of methodology of efficiency management within the limits of this process. The software in the field of the analysis on the basis of information resources, for example SAS and SAP, is represented by powerful tools and mechanisms of management [1].

But there are some objective factors which influence efficiency of transition to new information systems. Various treatments are available, and, as a result, conflicts may arise. Therefore, we shall speak about the efforts to be made to solve them on different levels: the governmental, state, and on regional level. For maintenance of dynamics necessary for transition to higher level, it is required to do much work not only from the technological point of view, but also from the administrative one. First of, it concerns administrative rules which need to be simplified, especially regarding interdepartmental and interstate interoperability. As a result, this will make the work of several departments or several official bodies simpler. Absence of mechanisms of effective and productive interoperability between them both on administrative, and on the technological level, impedes adequate decisions realization of a uniform window system of many state services. The effect of efficiency management is defined by a level of automation which is, in its turn, characterized by a degree of the financial information processing[2].

Besides administrative barriers and rules, there is also a technological factor. It concerns the creation of the uniform information environment of the state structures for interoperability with citizens, business and the state. A good example from world practice is the scale project which has been carried out in Great Britain, since the end of 90th years – a uniform portal of granting of information services. Its realization has taken more than 5 years, but the first results were received during the first year. Evolutionary progress which does not stop up to this day and will go on in the future.

To lay the foundation in the form of a uniform infrastructure and to resolve key problems of interstate interoperability, to define the list of services and rules of granting of these services in an electronic type can be realized within some years. From the point of view of methodology of realization of this project, English colleagues have chosen a proper sequence of actions: first they constructed a uniform infrastructure within the limits of which all departments could exchange data in an electronic type and have uniform service of authorization, after that they created the interface in the form of a uniform portal which was divided not into departments, and in services. Thus, it is not necessary to give a thought, what agency or the ministry renders this or that service.

In Latvia the process of a uniform infrastructure creation of the uniform window type proceeds. It is being developed most actively in Riga and nearby cities where it is easier to create a uniform system for the governmental structures and to create it owing to uniform frameworks in a uniform window. On the general European level high progress has not been achieved in this issue yet. What such complexities at the state level are connected with? One of the factors is a factor of scale. Within the limits of one region it is much easier to solve questions of overcoming frame barriers and creation of uniform administrative rules. Availability of good will of the politicians in using such projects is especially important.

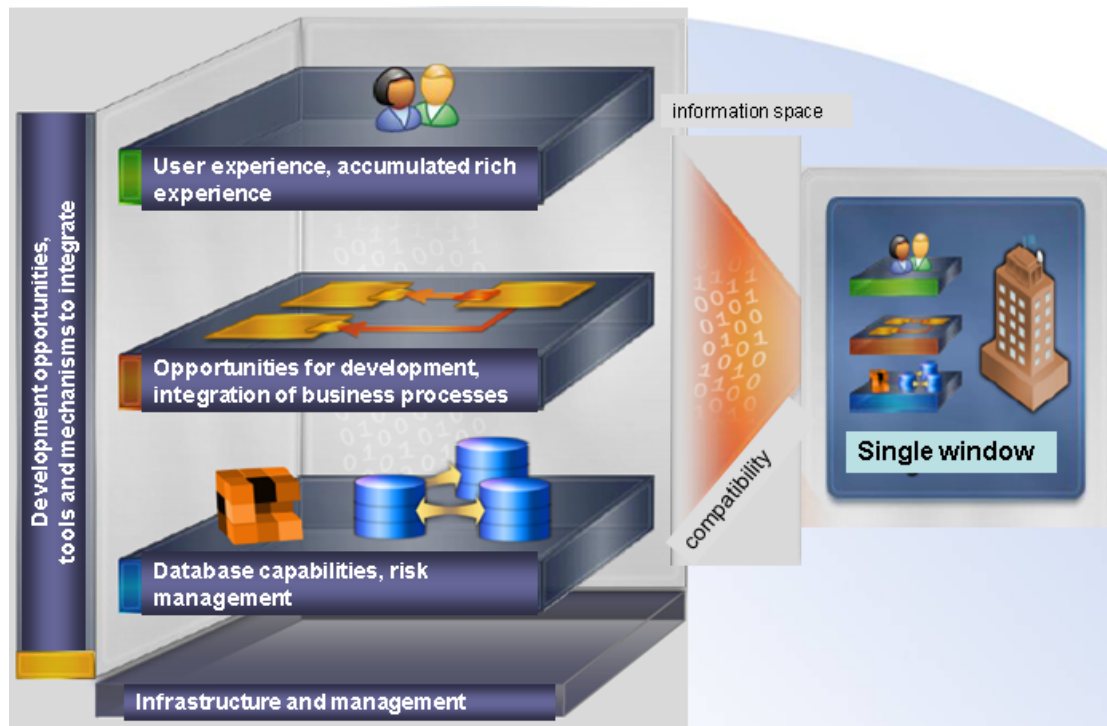


Fig.1 Single window system integration. Developed by the author

For realization of productive transition it is necessary to shape an electronic portal in the form of a single window system, using the script uniform framework and further to develop use of IT-tools and technologies for productive work. Thus, use of mechanisms of of frame conflicts solution will provide integrity to the system, and will allow to expand frame borders owing to what there will be an accumulation of improvements potential for duly transition of the system onto a new level of development. Besides, elimination of conflicts will allow to simplify procedures of commerce, to lower transaction costs, and to raise productivity, providing direct feedback to all participants of the process[3].

Creation of a single window system is a rather expensive procedure. How can we measure productivity of its creation? What mechanism of frame conflicts solution will be used while creating the given system? When we speak about productivity, we mean, specific figures, in particular, commercial profits.

The governments structures are not engaged in commercial activity, therefore to estimate directly productivity difficultly enough. In this case it is possible to assume what to estimate productivity, on the one hand, it is necessary by results of work of all system which is expressed in specific factors and figures, for example, how many inquiries are processed in a month, how many inquiries are processed with the certain result which satisfies and does not cause the conflict. Undoubtedly, these parameters can raise transition to new information technologies many times over. Also it is necessary to remember, that introduction of those or other mechanisms, let even expensive, are expenses of the state budget, and it is necessary to estimate influence of these expenses in a complex. Having introduced this or that information system, we receive decrease in expenses in adjacent areas. It is possible to estimate productivity of introduction after use of those or other technologies.

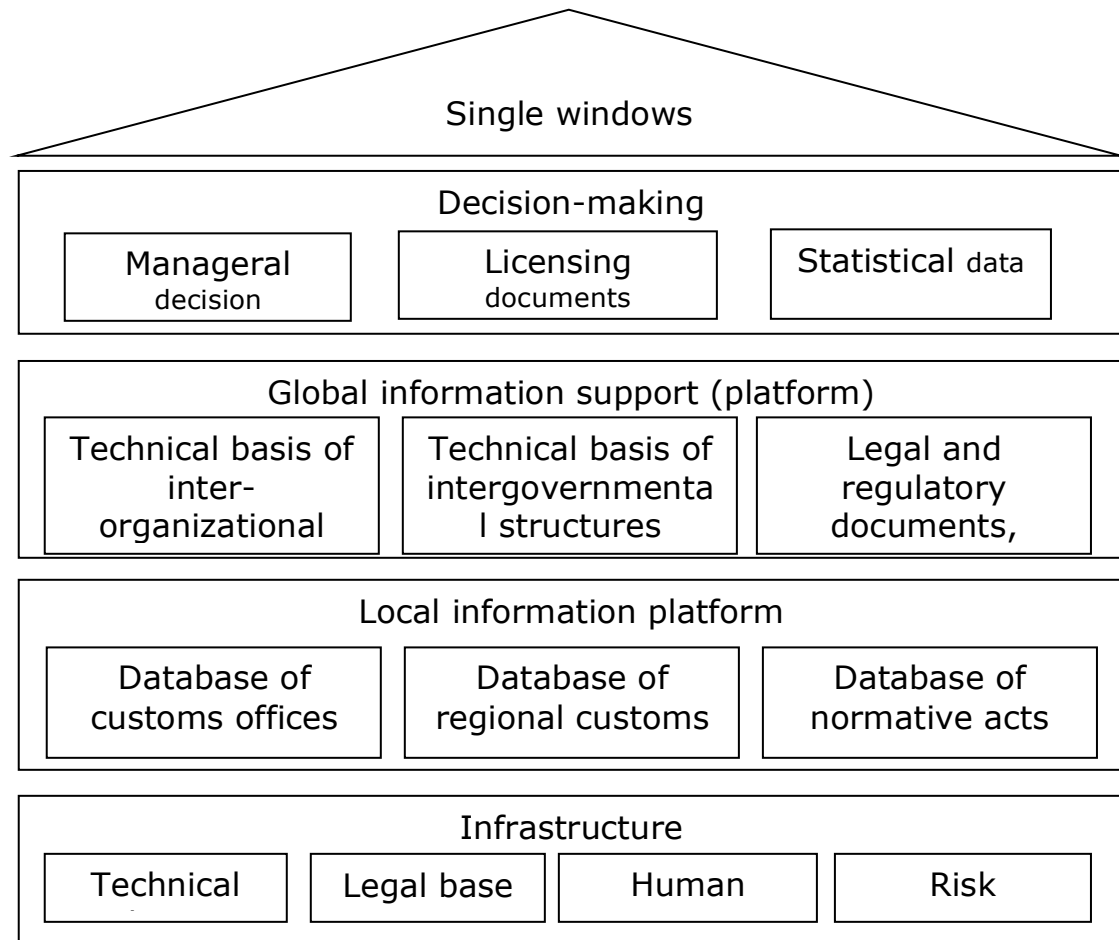


Figure. 2 Levels of support for a single window in the customs sphere at border crossing. Developed by the author

For example, if in the state structure various modules which among themselves are not connected introduction let even expensive uniform information system as a result will lower transaction costs are used many. Owing to it frame and contract conflicts will be solved, and there will be an increase of productivity. Besides it is necessary to remember social and political effect which can follow from introduction of system of a uniform window, owing to transition to new information technologies. First, this improvement of quality of a life. Secondly, if earlier on processing of the important trading document or the customs declaration spent 2-4 working days, and will spend now 10-20 minutes from the point of view of productivity the effect is visible clearly. Here the effect of savings of an expenditure of budgetary funds is visible. Thirdly, it is necessary to remember about the sociopolitical effect received because it became easier and more convenient to cooperate with the state bodies. Therefore also we speak, that we shall not become isolated only on monetary parameters, and we shall consider social and political factors.

There was worked out a set of factors that affect the efficiency of work in logistics. Were identified the degree of influence of these factors on logistics activities. Mathematically measure the proximity of two of rank criteria for the growth of planned and actual allow the Spearman rank correlation coefficients (deviation) and Kendall (from inversions). Using these coefficients can be estimated proximity of one of ranking one row to another, in the range from +1 to -1, adopted as the standard [4]. As well was determined degree of pressure and defined the importance factor. The data displayed in the table 1.

Table.1 Set of factors on logistics activities

Nr	Factors	Importance (1 - 5)	Degree of pressure (1 / 2 / 3)	Share	Estimate of the coefficient	Estimation of influence to the activity
1	Revenue per new customer	4	1	0,0870	0,2857	0,2857
2	Volume of purchases	2	1	0,0435	0,1429	0,1429
3	System integration	5	3	0,1087	0,3571	1,0714
4	Employee skills	3	2	0,0652	0,2143	0,4286
5	Processing time	4	3	0,0870	0,2857	0,8571
6	Negotiation	3	2	0,0652	0,2143	0,4286
7	Processing of incoming documents from clients	5	3	0,1087	0,3571	1,0714
8	Updated nomenclature standards and new requirements	4	2	0,0870	0,2857	0,5714
9	Issuing specifications Euro Union Regulas	3	2	0,0652	0,2143	0,4286
10	Content the legal services	2	1	0,0435	0,1429	0,1429
11	Restoration of violated rights	3	1	0,0652	0,2143	0,2143
12	Revenue from additional services for customs clearance	3	2	0,0652	0,2143	0,4286
13	Control of the compliance contracts	3	1	0,0652	0,2143	0,2143
14	Customer survey	2	1	0,0435	0,1429	0,1429
15	Sum	46		1	3,2857	6,4
16	Average	3,2857				

To determine the impact of the framework of limitations and critical metrics you can use the isolated influence factors on the changes effective. Factor analysis allows you to streamline indicators, taking into account the priority of measures to increase the efficiency of enterprises.

Performance measurement methodology provides that the dynamics and factors supported either the regulatory procedure established by level, i.e. on the pre-established limits and restrictions, or below it, so the generic impact assessment is based on a comparison with the actual state of the past, and with an ideal framework installed. It turns out that the dynamics of the traversed path, and not the one that's left to get to the ideal. In this regard, the influence is measured by the extent to which they have reduced the impact assessment compared to the ideal. In other words, not the actual unfolding factors impact assessment and the difference between the maximum and actual grades as follows:

$$\Delta P(\Pi_i) = P_{\Sigma} - P(\Pi_i), \quad (1)$$

$\Delta P(\Pi_i)$ - reduction of impact evaluations under the influence of the i-th level;

$P_{\Sigma} = 1$ - given the impact assessment;

Π_i - indicator set in the dynamic measurement for the i-th place (1st grade);

$P(\Pi_i)$ - impact assessment calculated only on the basis of the disturbances caused by the dynamics of the 1st indicator.

For greater visibility and ease of use is the proportion of each indicator to a general decline in productivity:

$$\delta_i = \frac{\Delta P(\Pi_i)}{\sum_{i=1}^n \Delta P(\Pi_i)} \cdot 100\%. \quad (2)$$

For a graphical representation of the relative importance of the factors that caused the deviation, you must use the chart. In this case, this chart is based on the deviations of each annual performance indicator, calculated according to the formulas (1), (2).

For effective analysis is important not only to show deviation from the result, but also identify the causes that led to this problem. To visualize the influence factors and their detail, we used the figure 3.

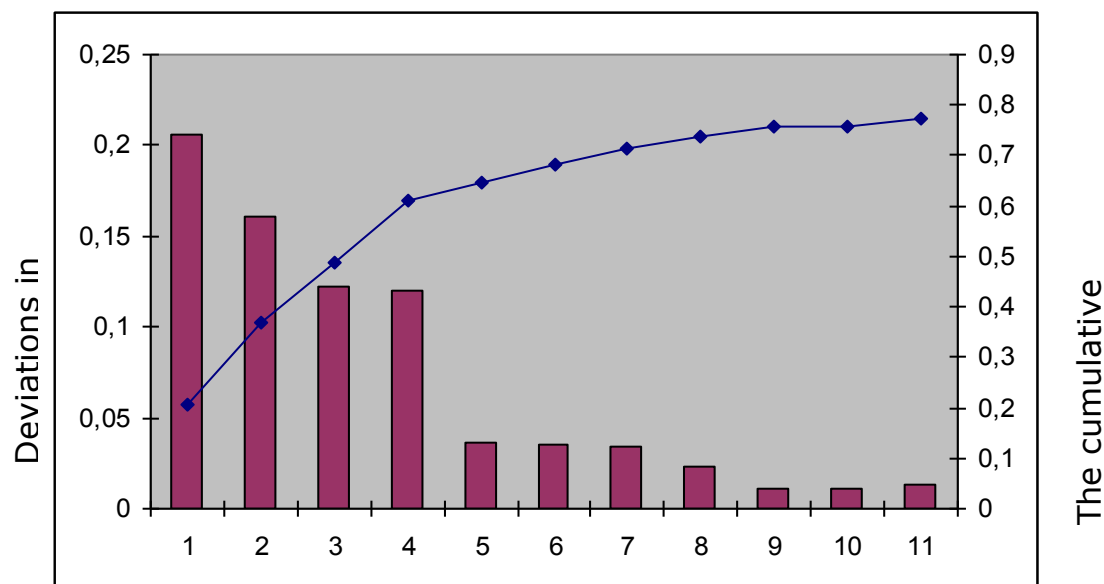


Figure 3. Performance indicators

The proposed model has identified critical areas in logistics and customs sphere, have a direct impact on performance. The model describes the level of achievement of the objectives as a condition for

achieving the desired results in this area. This suggests that this model has all the prerequisites for the use on an ongoing basis as part of the management methodology to evaluate its effectiveness.

After numerous calculations was compiled matrix of performance management in the logistics sector.

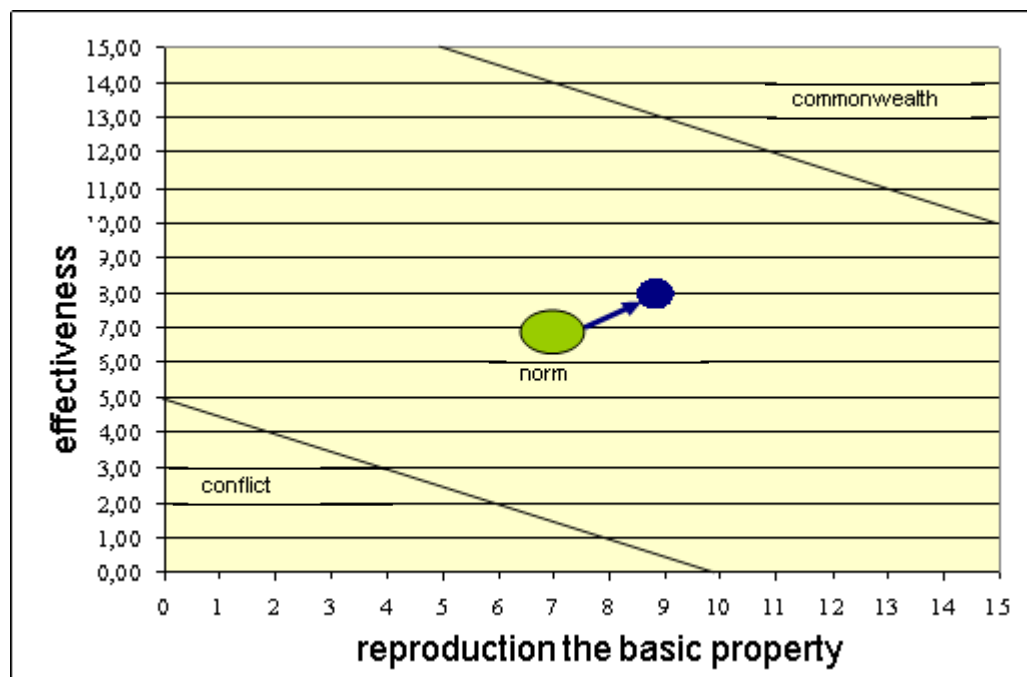


Figure 4 Matrix of performance management. Developed by the author

In removing the regulatory and contractual barriers reduced presence Human Factors and increases effectiveness.

One of basic internal factor of uncertainty for making administrative decisions in the field of framework of logistics is incomplete information on a current condition and on development prospects. The solution of these problems demands formation of new approaches to management and use of tools which would help to modify organizational and informational structures. Single windows can be used as such concept.

The control system a single window helps not only to trace parameters, but also to change them and as helps to improve quality of the information. In fact objective of system – influence, and its direct improvement is not simple. Information technology is not just can reduce transaction costs, they can selectively affect their types. Therefore, it is a powerful catalyst for change in the forms of business organization[7,8].

That process of regulation of frame conflicts in logistical and customs area was not simply the term, and was the tool of actual process, it is necessary to learn for them to operate. Factors and mechanisms of creation of influence and pressure upon cost have been revealed, the practicable plan of management is developed, the factors influencing decrease transaction of costs are certain.

At all administrative levels it is necessary to be able to improve the entered parameters. The trajectory of movement to commonwealth without conflicts is speaks about correctness of decision-making and use of mechanisms of regulation at border crossing.

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3 Postgraduate workshop in Aalborg: Integrated Territorial Management and Governance, March 28, 2014

This postgraduate workshop is organised by the ESPON-ENECON project (<http://www.rha.is/enecon>) and will focus on themes such as governance and territorial cooperation, spatial policy in support of specific governance arrangements, strategic spatial planning (in relation with infrastructure projects), land-use patterns, cities and urban development, metropolitan regions (i.e. cross-border polycentric metropolitan region; network of metropolises). As such, the character of these themes has been investigated in several ESPON projects (e.g., TERCO, METROBORDER, LUPA, TOWN, TANGO, etc. see www.espon.eu).

Location: Utzon Centre, Slotspladsen 4, Aalborg
(http://www.utzoncenter.dk/en/welcome_02.htm)
Time: 08:45 – 17:30, March 28, 2014
Costs : Free of charge (lunch and coffee are included for registered participants)
Contact: **Daniel Galland**, Assistant Professor, Aalborg Univ.,
dgalland@plan.aau.dk

MORNING SESSION

09:00 – 12:00 – Facilitator: Daniel Galland

- 09:00 **Daniel Galland**, prof. (ENECON, Aalborg University): *Opening and introduction.*
- 09:20 **Carsten J. Hansen**, prof. (ENECON, Aalborg University): *Transforming ESPON results to national, regional and local policy guidelines – the Danish case.*
- 10:20 **Matti Fritsch** (ENECON, University of Eastern Finland): *The effects of the border on land-use patterns and their governance in the Finnish-Russian borderlands.*
- 11:00 **Martin Gauk** (ENECON, University of Tartu): *New strategic and spatial visions for the Tartu region under emerging regionalization.*
- 11:40 Discussion (Speakers, PhD and master's students)

12:00 *Lunch in Utzon Centre*

AFTERNOON SESSION

13:30 – 15:00: Postgraduate Presentations I – Facilitator: Antti Roose

- 13:30 **Inga Jekabsone** (University of Latvia): *Integrated governance model for municipalities in EU based on subjective well-being assessment and co-responsibility approach.*
- 14:00 **Vytautas Palevičius** (Vilnius Gediminas Technical University): *Transport systems integration into urban development planning processes.*

14:30 **Aleksandrs Dahs** (University of Latvia): *A spatial approach to regional demographic research and policy making: Example of Latvia.*

15:20 – 16:50: Postgraduate Presentations II – Facilitator: Daniel Galland

15:20 **Juha Halme** (University of Eastern Finland): *Stakeholder participation in place branding: a case study of three regional level place branding programs in Finland.*

15:50 **Pablo Elinbaum** (International University of Catalonia): *Plans outside the system. Ad-hoc instruments for designing and managing urban areas.*

16:20 **Inese Haite** (Daugavpils University, Latvia): *Polycentric development in Latvia and its evaluation.*

16:50 Discussion (Speakers, PhD and master's students)

17:15 **Daniel Galland**, prof. (Aalborg University): *Closing remarks.*

17:30 End of Session

Daniel Galland | Opening and introduction

Assistant Professor, Aalborg University
ENECON, Steering Committee Member

The mission and key principles concerning the ESPON 2013 Programme Strategy were introduced to workshop participants alongside ESPON's Priority 4 objectives, actions and outputs. Dr. Galland explained the aim of the ENECON consortium, which is to facilitate transnational dialogues on spatial planning between policy makers and practitioners, scientists as well as young academics and students in the Nordic-Baltic countries.

The expected outputs of the project were introduced, namely:

- Dissemination, capitalization and awareness rising of ESPON results;
- Mutual learning processes between relevant actors in the Nordic-Baltic region;
- Contribution to the ability of policy-makers and researchers to position regions, macro-regions, and national territories in an ESPON context;
- Trans-generational dialogue by engaging with young researchers and students that are active in the spatial and territorial development policy field.

This opening presentation was supplemented by staging the aims and work that have been respectively pursued and carried out by ENECON partners within the framework of their dissemination activities during the period 2012-2014.



Figure 1. Dr. Daniel Galland introducing the scope of ENECON project under ESPON's Priority 4 objectives alongside the contents of the III Postgraduate Workshop.

Finally, the opening presentation provided a synthesis concerning the working activities and schedule for the day. The contents and scope of each presentation were briefly presented, followed by an introduction to the different groups of participants that travelled to Aalborg from an array of places throughout the Nordic-Baltic Region.



Figure 2. The audience at the ESPON-ENECON III Postgraduate Workshop at the Utzon Centre in Aalborg, Denmark.

Carsten J. Hansen | Transforming ESPON results to national, regional and local policy guidelines – the Danish case

Associate Professor, Aalborg University

This presentation provided a synthesis of a recent project carried out for the Danish Ministry of the Environment, entitled – “ESPON lessons for Denmark?” (2012-2013). The project’s target groups included ministries, regions, municipalities and other spatial development actors and interests (stakeholders and professionals).

This project included a survey, knowledge dissemination, interactive research and literature studies (a total of 41 ESPON “Applied Research” and “Targeted Analyses” projects (see www.espon.eu), yielding a main report: (3-6 page summaries of each ESPON project + summary across the projects) and a summary report: summary across the projects + analysis of relevance for the Danish context, policy implications and guidelines towards 2020.

Key ESPON lessons for Denmark: Analysis, challenges and policy implications

a) Demography and migration

Migration typically benefits already wealthy areas by equalising the demographic challenges that such areas would have experienced without migration. The same tendency strengthens demographic inequalities in rural and “outskirts” areas. However, there are risks of gender inequalities remaining (e.g. young women tend to be more mobile than young men; and not just the young: how about the new resourceful elderly/seniors/pensioners?).

“Applied Research” projekter

Attractiveness: ATTREG - Attractiveness of European Regions and Cities for Residents and Visitors
Cities: FOCl - Future Orientation for Cities
Climate Change: ESPON Climate - Climate Change and Territorial Effects on Regions and Local Economies in Europe
Demography: DEMIFER - Demographic and Migratory Flows Affecting European Regions and Cities
Energy: ReRisk - Regions at Risk of Energy Poverty
EU Directives: ARTS - Assessment of Regional and Territorial Sensitivity
EU 2020 Strategy: SIESTA - Spatial Indicators for a Europe 2020 Strategy Territorial Analysis
Globalisation: TIGER - Territorial Impact of Globalization for Europe and its Regions
Governance: TANGO - Territorial Approaches for New Governance
Green Economy: GRECO - Regional Potential for a Greener Economy
Growth Poles: SGPTD - Secondary growth poles in territorial development
Innovation: KIT - Knowledge, Innovation, Territory
Land use: EU-LUPA - European Patterns of Land Use
Poverty and exclusion: TIPSE - Territorial Dimension of Poverty and Social Exclusion in Europe
Rural areas: EDORA - European Development Opportunities in Rural Areas
Scenarios: ET2050 - Territorial Scenarios and Visions for Europe
Seas: EsADOR - European Seas and Territorial Development, Opportunities and Risks
Services of general interest: SeGI
Specific types of territories: GEOSPECS - Geographic Specificities and Development Potentials in Europe
Territorial Cooperation: TERCO - European Territorial Cooperation as a Factor of Growth, Jobs and Quality of Life
Territorial impact assessment: TIPTAP - Territorial Impact Package for Transport and Agricultural Policies
Transport: TRACC - Transport Accessibility at regional/local scale and patterns in Europe

“Targeted Analyses” projekter

Agglomeration economies: CAEE - The Case for Agglomeration Economies in Europe
Convergence regions: SURE - Success for Convergence Regions' Economies
Cross-border development: ULYSSES - Using applied research results from ESPON as a yardstick for cross-border spatial development planning
European cooperation: TranSMEC - Transnational Support Method for European Cooperation
Growth poles: GROSEE - Growth Poles in South-East Europe
Indicators for Territorial Cohesion: KITCASP - Key Indicators for Territorial Cohesion and Spatial Planning
Integrated strategies: RISE - Identifying and Exchanging Best Practices in Developing Regional Integrated Strategies in Europe
Islands: EUROISLANDS - The Development of the Islands – European Islands and Cohesion Policy
Metropolitan regions: BEST METROPOLISES - Best Development Conditions in European Metropolises: Paris, Berlin and Warsaw
Metropolitan regions: METROBORDER - Cross-Border Polycentric Metropolitan Regions
Metropolitan regions: POLYCE - Metropolitanisation and Polycentric Development in Central Europe: Evidence Based Strategic Options
R&D: AMCER - Advanced Monitoring and Coordination of EU R&D Policies at Regional Level
Rural migration: SEMIGRA - Selective Migration and Unbalanced Sex Ratio in Rural Regions
Rural regions: PURR - Potential of Rural Regions
Scenarios: SS-LR - Spatial Scenarios: New Tools for Local-Regional Territories
Territorial diversity: ESPON TEDI - Territorial Diversity in Europe
Territorial governance: SMART-IST, Smart Institutions for Territorial Development
Territorial impact assessment: EATIA - ESPON and Territorial Impact Assessment
Territorial performance: TPM - Territorial Performance Monitoring

Figure 3. Overview of ESPON's Applied Research and Targeted Analyses projects that were analysed for the Danish Ministry of the Environment.

b) Urban-rural: development between the metropole and the outskirts

There is a tendency towards more urban-rural integration: functional urban regions, urban landscapes, etc. In this sense, relatively large cities tend to fill up and to become more polycentric. Local culture and environment are crucial for economic

development with a focus on place quality. This implies moving away from the centre-periphery discussion towards looking at the potentials of each individual city or region. Moreover, the focus is to avoid counterproductive urban sprawl, but also urban densification that challenges carrying capacity. This also implies integrating production and consumption in new ways (e.g. landscape consumption and urban food production). At the municipal level, this implies rethinking roles and cooperation towards finding a “common critical mass”.

c) Gateways, connectivity and infrastructures

Global competition is not just for big cities. It is increasingly perceived at all scales even the smallest places. In this respect, global flows and tendencies are increasingly visible and can be identified at different scales. All places are interrelated and connected to other places. However, there is a need for further analysis on how places connect (e.g. through their place-qualities) in new ways to other places – physically, virtually, economically, socio-culturally, etc. For instance, in terms of mobility, climate and environmental challenges, the question is whether increased virtual connectivity will help or simply generate more transport activity? At the same time, there is an increasing need for improved cross-border coordination of urban and transport planning.

d) Business: smart innovation policies and research

There is insufficient use of innovation potential in Denmark as many small and mid-sized companies are typically not involved in (organised) innovation activities. In this sense, connections between companies and research institutions can be strengthened further. Smart innovation thereby does not entail just business-as-usual (i.e. “inventing”), but should also build on the unique combination of local knowledge, ideas and will and capacity to act. A recommendation is to encourage and to enable local actors in the process of joining international knowledge sharing and transfer (e.g. to help companies to develop business areas outside traditional applied science).

e) Governance: rethinking territorial development and planning

There is clear evidence that cross-sector and locally adapted cooperation is decisive for success. Territorial cooperation has a favourable influence on growth, jobs and quality of life. This is facilitated through ‘light’ top-down steering (i.e. goals and strategies), but on local terms recognising that external support works better when it matches local conditions and success criteria. Moreover, there is a need towards exchanging experiences, tool sharing, mutual advising and counselling, etc. There is a tendency towards more local and regional influence on the construction of development programmes (and the on-going ‘fluid’ planning and *increasing focus on local-regional development cultures*). Develop analytical capacity nationally and in regions for advisory use and facilitation (e.g. and more integrative programmes and projects revolving around specific challenges/topics). Finally, there is a need to locate and pursue missing coordination.

f) New tools: territorial impact assessment

ESPON video-tools for development of strategies and plans for areas:
http://www.espon.eu/main/Menu_Press/Menu_Videos/VideoMainPage/01_Introdu

[ction.html](#). The question is whether we should develop further our own adapted approaches to assess territorial potentials as well as the possible consequences of specific strategies and plans so that they, apart from EIA, also concern broader socio-economic and cultural potentials and consequences? This approach is relevant to correlate wishes for measurable success criteria with needs for flexibility and capacity for acting fast. Several ESPON projects suggest or indicate how nations, regions and localities can monitor, follow and evaluate strategies, plans and projects.

Matti Fritsch | *The effects of the border on land-use patterns and their governance in the Finnish-Russian borderlands*

Postgraduate researcher, University of Eastern Finland

After some initial reluctance, the ESPON research programme now pays more attention to the external border as well as to territorial development in and connections with the external neighbourhood. Against this background this presentation focused on the spatial effects of interaction across one of the external borders of the European Union: the Finnish-Russian border.

The number of people crossing the Finnish-Russian border has increased strongly in recent years. In 2000, approximately 6 million people crossed Finland's eastern border annually. By 2012, this figure had doubled to almost 12 million with Russians constituting over 80% of that figure. Russians cross the border mainly for shopping purposes, but leisure tourism and second homes also play an important role. This also increasingly has a positive impact on the economies in the Finnish border regions, particularly in south-eastern Finland where, due to the close proximity of the metropolitan area of St Petersburg, cross-border flows and interaction are the strongest along the 1300km long Finnish-Russian border.

Growing employment in the service sector strengthened by the influx of Russian tourists has recently somewhat cushioned the effects of structural change within that region, which has been triggered by the downsizing of the traditional pulp and paper industries.

The need to cater for Russian tourists has increasingly led to land-use planning conflicts between regional/local (municipalities, regional councils) and national (Ministry of the Environment) actors in south-eastern Finland. These conflicts have arisen from the fundamental question whether shopping and service facilities should be built according to the needs and demand of steadily increasing Russian tourism, or according to the terms and conditions of, rather inflexible, national land-use planning guidelines set and enforced at the national level. The presentation shed light on the genesis and management of these policy mismatches. Initially, the major spatial impacts of increasing Russian tourist flows were presented. Based on a review of relevant planning documents as well as interviews with regional and national level actors, the presentation then moved onto providing a detailed analysis of the nature, development and potential resolution of such conflicts.

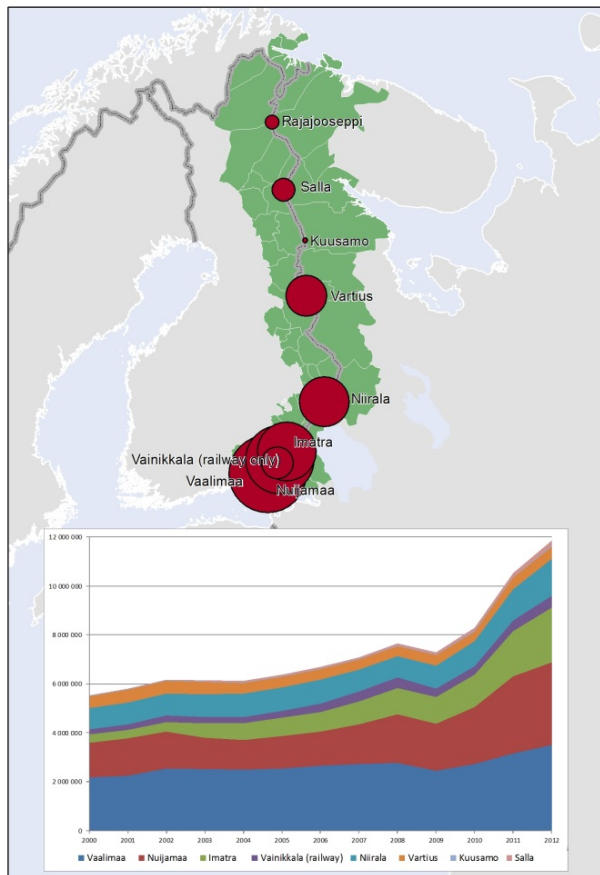


Figure 4. The 1300-km long Finnish-Russian border.

Martin Gauk | *New strategic and spatial visions for the Tartu region under emerging regionalization*

PhD student, University of Tartu

During the last decades, the ‘Europe of regions’ has become a common statement everywhere. It has been argued that the role of regions is increasing. Many issues cast doubt as to whether those states originating from National-Romanticism in the 19th century are losing or still maintain their importance. Examples of these factors are the development of supranational organisations, the globalisation of economy and the postmodern philosophies of being. Furthermore, both the depreciation and ‘provincialisation’ of regions have changed into the emergence of regions. The reinforcement of the intermediary levels between the State and locality means that regions are active agents on the national and international scene. However, there is also a long history of regional movements in Europe (see Keating 1998).

Le Galès & Lequesne (1998) see three paradoxes in the emergence of the regions. First, the process and the outcomes are remarkably differentiated in European countries. Second, the absence of regions has led into rather successful neo-localism. Third, the deepening European integration has actually developed a new horizontal co-operation above the regions. It is useful to look more closely at the underlying

processes in these changes to understand that the processes behind 'the Europe of regions' are manifold. Generally, the regions in the western part of the continent are integrating, whereas the States themselves are disintegrating. In the eastern part of the continent the situation is quite the contrary with the emergence of new states and regions. Four aspects involved in the emergence of regions are illustrated here (see Le Galès, 1998). These are mostly separate processes that, however, include also similar aspects.

Secondary growth poles are to play an important role in polycentric and balanced spatial development at European, national and regional level. They should be engines for regional development and might offer citizens a living environment at a lower cost. Territorial capital in urban and economic concentrations outside larger cities is to be activated in order to create new and better complementarities, synergies and other advantages in terms of sustainable territorial development.

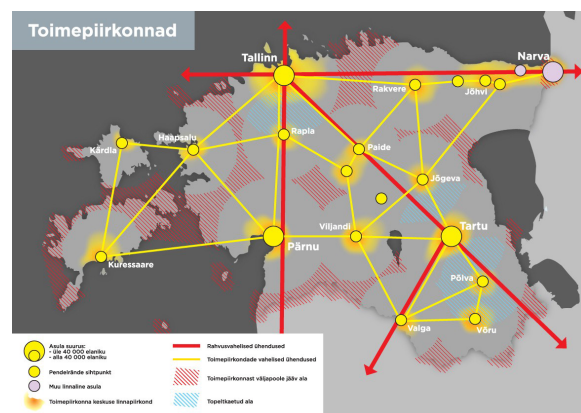


Figure 5. Positioning Tartu in the National Plan Estonia 2030+ (2012).

Secondary growth poles in territorial development might for instance help cities and their hinterland to become better integrated into the global economic system, absorb spill-over effects of larger cities (e.g. housing, economic activities), contribute to the reduction of urban sprawl, create better economic performance at national and regional level or create better balance of economic activities.

The project presented here should strive for a better understanding of the following key policy questions, for which it should provide supporting knowledge and evidence in terms of:

- Positive Europeanisation impact supported by EU policies and funding - to be continued 2014-2020.
- As urban region dimension is crucial, need to revise and strengthen national policies.
- *Ad hoc* project-level planning should be replaced by strategic planning at urban region level.

The study has three key elements. First it will collect and assess the empirical evidence on economic performance and competitiveness and the gaps between the capital and secondary cities in different member states and how this has been

changing over time. It will assess their performance on critical drivers of performance – innovation, human capital, connectivity, place quality and strategic decision-making capacity. What is their actual and potential development to more balanced territorial development at regional, national and European level? What are their territorial prospects? Which cities are and are not punching their weight nationally in Europe, how and why. Second, it will describe the policy debate in different member states. How is this gap seen? Is the policy debate about improving competitiveness or is it about increasing solidarity? Is the policy debate essentially about economic competitiveness or social cohesion? Third, it will assess the policy impact. It will explore whether and how these trends and policy discussions in different countries have changed public policy. Do policy makers recognise the nature of the gap between the capital and other secondary cities? Is a gap seen as a problem for the individual city or rather as a policy challenge for the national urban system? Are second-tier cities regarded as ‘charity cases’ or as potential locations for making significant contributions to national economic growth? What, if anything, are governments doing about these issues? Has government begun to target the economic importance of secondary cities? Has government done anything to increase the capacity and skills of secondary cities? Has it delegated more powers and more resources and has it placed fewer constraints upon grants?

From this general view of the world we derive five specific hypotheses, which are explored in this project.

- Deconcentration matters. This hypothesis essentially argues that the benefits of an urban system where public and private investment and resources are concentrated upon the capital city are smaller than those of a more deconcentrated, territorially balanced urban system where growth and resources are spread across a range of different sized cities in a wider territory.
- National policies - and levels of centralisation - matter. This argues that the performance of secondary cities is significantly affected by national government policies - implicit or explicit, direct and indirect.
- Local factors matter. Secondary cities are path dependent and are constrained by external factors - historical, cultural, structural, political and institutional. But those factors are not determinant. The economic performance of cities will depend upon their strategic capacity to manage those constraints.
- The key drivers of territorial performance are innovation, human capital, connectivity, place quality, and governance capacity. Policies on those dimensions are crucial and again should be explored and assessed.
- Territory matters. This argues that globalisation makes the governance capacity of place more important. It will be increasingly multi scalar. Economic governance in secondary cities should be located at the highest achievable spatial level. Secondary cities need strategies to shape the different territorial roles they play regionally, nationally and in Europe.

Inga Jekabsone | *Integrated governance model for municipalities in EU based on subjective well-being assessment and co-responsibility approach*

PhD student, University of Latvia

The concept of well-being has always been relevant as every society continuously tries to find best possible solutions on this matter. Traditionally, a nation's well-being is measured by macroeconomic indicators such as GDP or GNP. However, well-being is more than the accumulation of material wealth; it is also the satisfaction of everyday life which could be subjectively assessed by every individual (subjective well-being). At the same time, local governments nowadays have increasingly become more important regarding their role in ensuring the well-being of the society.

Taking into account the relevance of this notion, the aim of the presentation is to present a developed and approved methodology for evaluation and improvement of subjective well-being for local municipalities. Research methods used in this analysis comprise scientific literature studies, several stages of focus group discussions, statistical data analysis, SPIRAL methodology, scenario method and hypothesis testing. Moreover, the main findings of the conducted research are meant to provide a methodology for evaluation and improvement of subjective well-being in communities based on principles of social inclusion and social governance. The outcome is sought to help local authorities in improving the level of subjective well-being indicators and cooperation with other municipalities, as well as to increase trust in democratic societies while conducting behavioural changes in an array of actors.

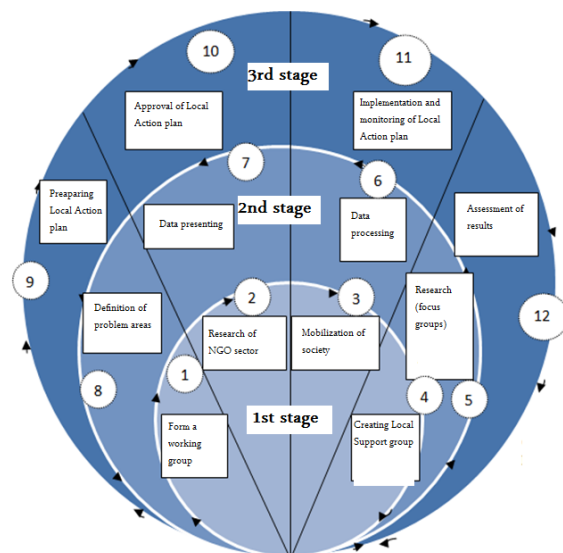


Figure 6. Integrated governance model for municipalities: 12 steps for evaluating and increasing well-being.

Focus group findings gave new and valuable insights into the concerns of citizens, while they brought home to policy-makers and politicians the multi-dimensional elements of public interest and a full range of issues that municipalities need to

address. When these are linked to a co-responsibility process where citizens and civic associations are engaged in addressing these concerns, then new perspectives for action are opened up. These pilot actions are currently being undertaken by certain municipalities, which are testing a number of these measures.

Vytautas Palevičius | *Transport systems integration into urban development planning processes*

PhD student, Vilnius Gediminas Technical University

This presentation laid part of the groundwork of a project aimed at integrating transport systems in urban development planning processes in Vilnius, Lithuania. Like every modern city, Vilnius's urban development is complex and covers a series of policy areas that need to be planned for. Multifunctional integration of such policy sector is thereby necessary in the preparation of long-term strategic plans at the urban level. One of the most important areas ensuring sustainable urban development is that of transport systems as it directly impacts on socio-economic vitality while attempting to ensure environmental quality and safe traffic conditions.

The modernization of Vilnius' transport system has not emerged in its own. Rather, it is an integral part of a whole city's sustainable development, which ensures that individual needs of the inhabitants in urban areas are met while increasing investment attraction for job creation and social infrastructure development. Traffic problems and other negative tendencies are commonly amongst a series of consequences emerging from not sufficiently balancing urban and suburban planning with economic activity. Measures in solving these issues comprise reasonable property development, implementation of the compact city model, and balancing of work place and residency that determines the overall structure of trips by inhabitants and transport impact on the environment.

In 1980, 1993, 2006 and 2011 an array of surveys of residents of Lithuania was held with the aim to identify how many residents travel and what kind of transport they use. According to the results of the survey, travel structure (estimating types of transport system) in Lithuania from 1980 to 2011 changed completely: the amount of pedestrian travels decreased from 44,1 % to 35,5 %, the use of public transport decreased from 47,1 % to 24,6 %, taxi – from 2,9 % to 0,7 %. Travels by private cars increased heavily – from 3,8 % to 38 %.

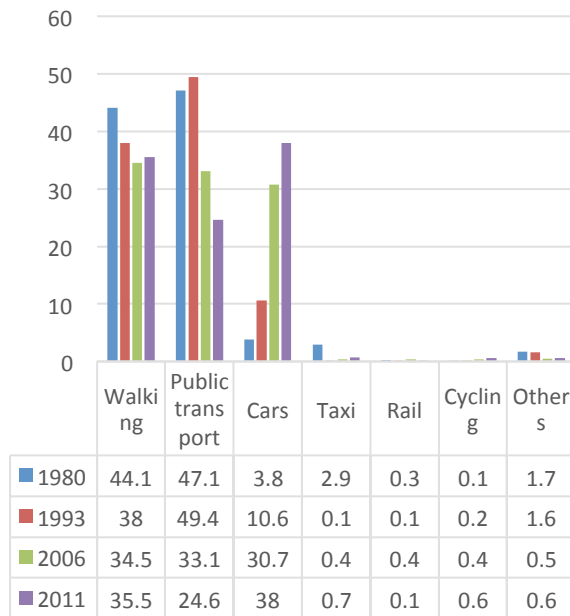


Figure 7. Modal split in Vilnius after a series of transportation surveys.

The presentation highlights the importance of the transport system's integration in planning processes of urban areas. Transport system infrastructure development is one of the key indicators ensuring the city's social, economic and business activities. Street length, density and technical parameters are the basis of Vilnius's city transport systems, which create relevant conditions to the city's territorial development, vehicular and pedestrian traffic.

The annually growing number of vehicles headed to the centre of large cities of Lithuania creates a negative impact on the operation of transport system, and on the quality of life of local inhabitants causing traffic congestions, air pollution and traffic-generated noise. In order to eliminate those negative effects essential measures are necessary to decrease the need of inhabitants for using private cars to travel to the city centre. Currently, in large Lithuanian cities, namely in the capital city Vilnius, park and ride scheme is still in a planning stage. A transport network of Vilnius City (540 000 inhabitants) has no park and ride scheme yet which would help to avoid traffic congestions and to increase the number of passengers in public transport. The level of car ownership in Vilnius is 570 cars/1000 inhabitants. The existing bus and trolleybus routes account for 40 percent of urban journeys, the private cars - for 60 percent.

The Vilnius Gediminas Technical University has developed a databank of public transport passenger flows, traffic loads on streets and intersections and road accidents. Comprehensive researches and analysis of Vilnius City transport system have showed that it is advisable to implement nine park and ride lots at the main suburban entrance roads to Vilnius City.

Aleksandrs Dahs | *A spatial approach to regional demographic research and policy making: Example of Latvia*

PhD student, University of Latvia

Spatial analysis of the historical population data in local municipalities often indicates that those territories currently showing similar population dynamics may have arrived to current state via divergent historical paths. Therefore, from a population development perspective, those may have different underlying strengths and weaknesses in terms of available infrastructure, reproduction potential and migration behaviour. This also implies that different long-term reactions to the various policy instruments and aid measures should be expected from the different groups of apparently similar modern municipalities.

In the long-term spatio-temporal population research, it is both possible and useful to conduct a recalculation of historic data according to single frame of reference, even in the countries/regions with significant rearrangements in their administrative division. Further econometric analysis of regional socio-economic and demographic indicators, employing classical and spatially-adjusted models, allows discovering new dimensions of known regional development issues. For instance, comparison of the model fit of simple and spatially-lagged regression models may show the levels of spatial dispersal of the particular investment/aid measures and enable to distinguish instruments needed to be applied locally, and those, which may be used in a more centralised manner, expecting spatial spill over effect.

In Latvia, a series of conflicting priorities of regional convergence and nationwide growth-support measures remain to be the characterising traits of regional policy. There is a systematic lack of integrated territorial approach in policy planning. The latest administrative-territorial reform (1999-2009) resulted in a new single-level system of local administrative units (LAU), with only 119 single-level LAUs.

The population of a region normally does not form over one year. Its structure and parameters develop during the life span of generations and are shaped by the surrounding environment and historical events. However, most studies treat individual geographical units (regions) as independent isolated observations rather than as systems of interconnected spatial entities. In order to conduct a spatial demographic analysis aimed at identifying the long-term trends, and later, to have reliable and comparable results, one needs to obtain (through recalculation and estimation) historical data that would fit under a single spatial frame of reference.

Juha Halme | *Stakeholder participation in place branding: a case study of three regional level place branding programs in Finland*

PhD student, University of Eastern Finland

This presentation provided insights to a postgraduate project examining the degrees of participation of an array of stakeholders in place branding. The topic is significant as wide participation of stakeholders has been seen as a highly important factor for the success of the place branding programs. The main questions highlighted were: *who has the right to participate in the place brand and who, on the other hand, does*

not and why. In other words, the research objective is the process through which stakeholder participation in the place-branding program is negotiated and resolved. Recent literature has suggested that this process is a type of power struggle, where more powerful stakeholders have their vision included more strongly in the place brand while weaker ones, such as local communities, are not recognized in the brand. This can lead into alienation and lack of legitimacy of the place brand. The data is collected from three place branding programs in Finland and one from abroad utilizing case-study design. The methods used are interviews for the management of the place branding programs, survey questionnaires for the recognized stakeholders and critical discourse analysis of the materials published by the programs.

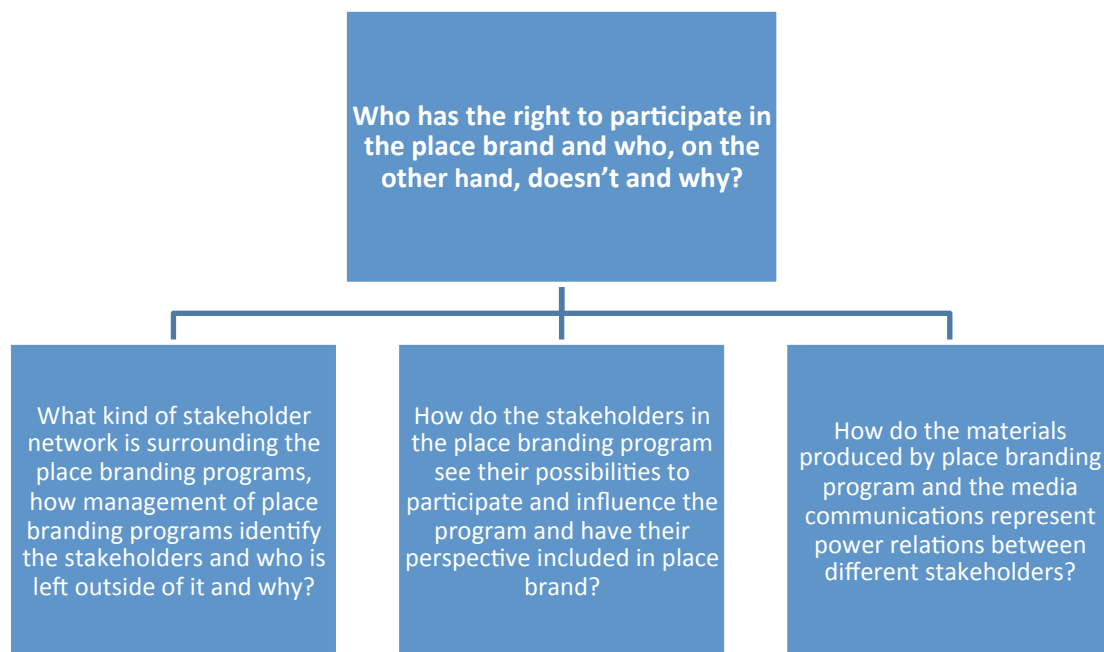


Figure 8. Research approach to stakeholder participation in place branding.

Today it is common to hear of different regional development organizations putting emphasis on *image* or recently, the *brand* of region. Cities, provinces and even whole countries are actively organizing campaigns, working groups and delegations with purpose to enhance the perception of the region to the outside world. This marketing mentality has been rationalized as a result of increased global competition between regional units from skilled workers, investments, and tourists that are supposed to bring wealth and prosperity for the region. As Rainisto has put it: *“global competition between places means that “faceless” capital is seeking opportunities over national borders and comes only in areas which offer high enough profit for the investment”* (Rainisto, 2004, p.30).

Furthermore, Zimmerbauer (2008) has analyzed such progress and has concluded that there has been a significant shift in the discourse and rhetoric in regional development from promoting strong regional identity and institutionalization towards attractiveness and regional image which can consist for example from knowledge capital, creativity and innovativeness of the region. The similar transformation in the discourse has also been noticed at a broader level, by Wernick

(1991) who coined the term promotional culture by which he refers to the spread of terminology and practices from field of marketing to different spheres of society. This manifests itself by proliferation of certain ideology but also has concrete impact on the forms of communication. Enforcement of sub-national regions marketability has been spearheaded by the European Union with its “Europe of Regions” regional cohesion policy, which sees to regions as better-fitted unit for global competition rather than states. Proponents of the Europe of regions have accentuated the importance of regional identities in effort of regional actors to gain resources for development plans and to make regions into 'products' (Paasi 2002).

In this backdrop *place branding* has emerged as a prominent place marketing strategy which cities, regions and even nations actively apply to separate themselves positively from their competitors. The term *branding* originally came into the use of marketing literature in early 80's. Branding product (or company) was meant to produce intentionally favourable image out of product, which was spread through smart advertising using the latest mass media and advertising technology. Brand was supposed to reflect strengths and values of the business. Later on in early 90's, place branding diverged to its own field from corporate branding with special emphasis on branding tourist destinations and, later on, cities, regions and countries. Place branding is generally considered a more tedious task than corporate branding of products or services, although highly profitable if successful (Moilanen & Rainisto, 2008; Morgan et al. 2004). As Saraniemi (2009) has noted, place branding is far more complex practice than corporate branding, involving multifaceted offers, cross-sector stakeholder co-operation with potentially different local perspectives and, finally, whole populations.

Although a widely diffused practice, place branding as its own separate field of inquiry in academic research is rather new area. Within the existing place branding literature, the issue of stakeholder participation is especially inadequately examined. (Kavaratzis 2012, 8) In this context, current study will provide new research that is highly relevant and applicable for the development of the place branding practice, providing a new data on the subject from three place branding programs in Finland and possibly one case abroad.

Pablo Elinbaum | *Plans outside the system. Ad-hoc instruments for designing and managing urban areas*

Postgraduate researcher, International University of Catalonia

Local jurisdictions show explicit contradictions regarding current territorial dynamics. New urban patterns are more related to the concept of ‘urban area’ and the fluctuating sub-regional scale. Thus, the need to jointly address local and regional phenomena challenges conventional planning systems and the subsidiarity of historical administrative structures. Through a multiple case study of three recent ‘plurimunicipal’ plans, the aim of this paper is to evidence the innovation and specificity of recent planning for urban areas. The paper argues that ‘intermediate’ design and governance tools allow rearranging a meaningful scale for ‘the urban’, overcoming tacit and static levels of planning systems.

Supra-local Urban Plan of Odena (Spain). The urban question

The first case is related to the Catalan planning tradition, which is characterised by a legal framework that splits urbanism and regional planning. During the last socialist administration (2003-2011), regions became the reference level for the whole planning system. Thus, supra-local urban plans, like the case of Odena, were considered as 'spatial policy' associated with regional plans, which were implemented as a framework for plurimunicipal coordination. The boundary of this plan was fitted to the urban space of the conurbation of Igualada. This allowed planners to implement a morphological and comprehensive approach similar to local master plans (Figure 1). So, compared to conventional supra-local plans, the scope of this plan turned out to be much more binding for future municipal plans. Indeed, the accuracy of the plan's schedule and the conditions for development has generated great resistance from municipalities and other local actors.

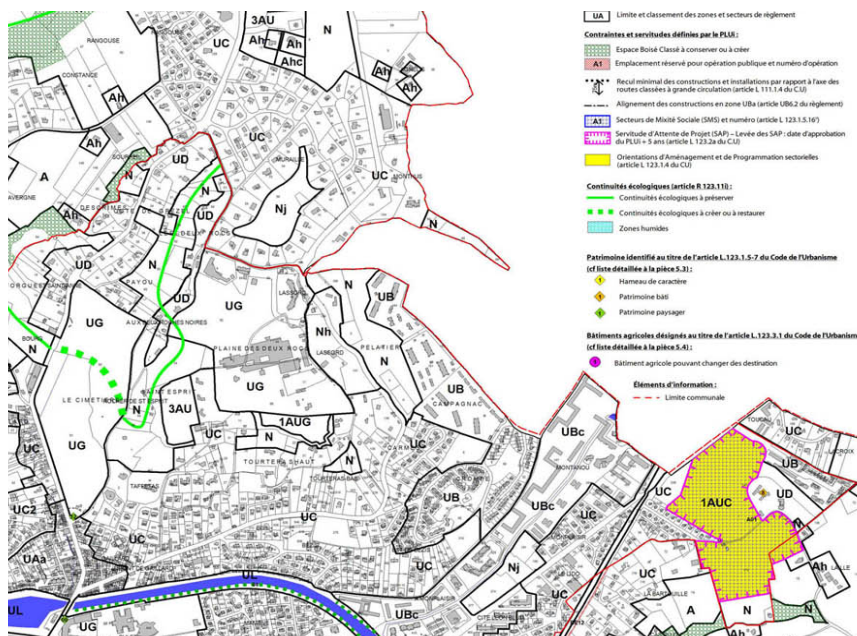
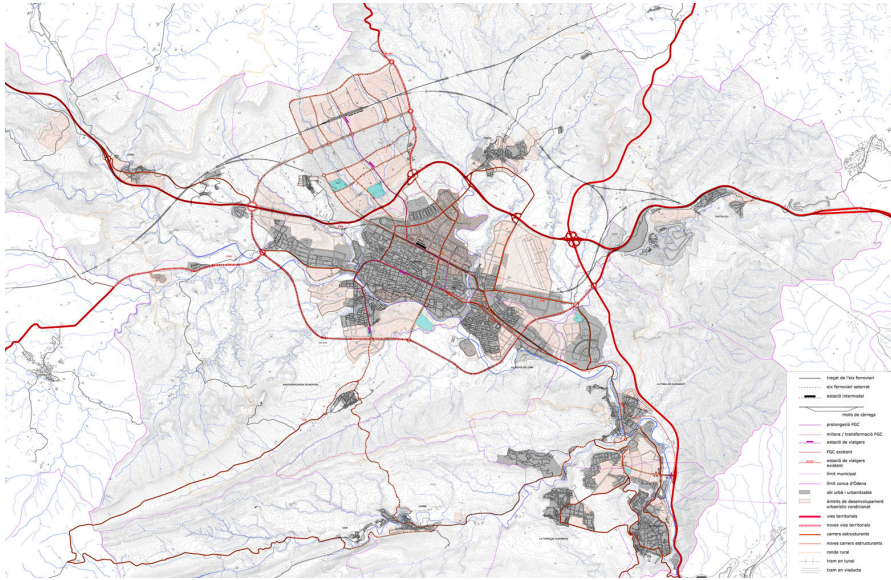
Intercommunal Urban Plan of Agen (France): The peri-urban question

The second case is rooted in the French planning tradition. Due to the French communal micro-divisions, the State supports voluntary associations through economic funding. The Intercommunal Plan of Agen is the result of this policy. It is a tool that must act simultaneously as a regional plan, a zoning plan, an operative plan and a mechanism for the sustainable management (figure 2). The diagnostic of the plan focuses on three specific issues: the relevance of peri-urban areas for the regional equilibrium, the regeneration of consolidated areas, and the impact of planning regarding climate change. Due to continued annexation of communes, the singularity of the Plan of Agen is the overlapping of its boundary and content with the regional plan for the county of Agen.

North Northamptonshire Core Spatial Strategy (UK). Economic growth question

The third case is the North Northamptonshire Core Spatial Strategy. Despite the centralist tradition of English planning, this plan shows that the management of urban areas can be both a strategic and a binding instrument, and that bottom up regional strategies are possible. The plan must consider the National Planning Act for Sustainable Communities and the Regional Strategies for Milton Keynes and South Midlands. Thus, the imperative of sustainability is an argument for articulating all scales of planning. At the regional level, the plan defines the role of the major cities, smaller towns and rural service centres. At the local level, the plan implements ten detailed policies for new housing and the landscape quality. Finally, the plan sets a territorial Vision that relates all spatial strategies, being essential for attracting investments and competing with other urban areas and regions (figure 3). In fact, the essential relationship between the vision and the objectives is based on the possibility of using growth for promoting the sustainability in local agendas.

Until now it can be argued that plans for urban areas cannot be standard instruments. But still, through the cross case analysis, it can be possible to generalise some variables of the 'intermediate planning' instruments.



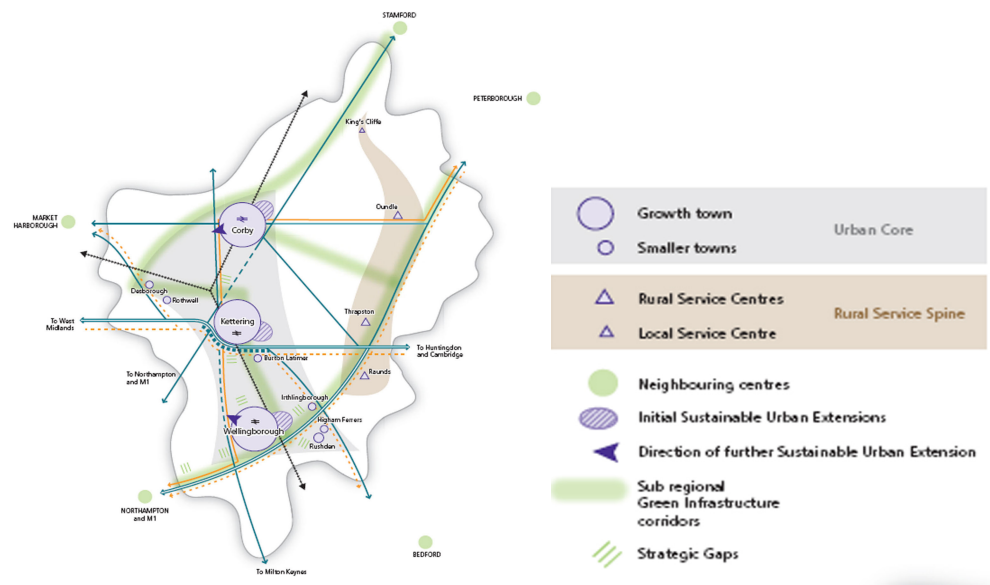


Figure 11. Key Diagram. Source: North Northamptonshire Core Spatial Strategy, 2007

Hybrid planning style and scope

Planning styles generally range from the strategic approach (promotional and mediating) to the operative approach (comprehensive and physical) (Faludi, 1994). However, intermediate plans can ‘adjust’ their regulations –that can be binding or schematic– considering complex administrative frameworks. For instance, the Plan of Agen is clearly an operative plan that combines a discontinuous zoning, comprehensive guidelines and specific and generic regulations. The Plan of Odena is also based on a land use regulation as ‘policy extension’ of the regional plan. In other words, it translates the regional zoning in a more detailed classification, being a typical approach of the morphological tradition of southern Europe planning (eg. Spain and Italy). In contrast, the regulations of the Plan of North Northamptonshire do not refer to land uses. Despite the schematic graphic code of the plan, policies are enough detailed for conditioning architecture and influence in regional dynamics, being the essence of Strategic Spatial Planning. As Donald Schön (1983) states, design is a reflective activity and, therefore, each exercise of planning demands different levels of ‘fuzziness’. That is how planners show or hide the reality of the territory in an intentional way. The innovation of planning policies for urban areas has to do with overcoming the deterministic nature of master plans as blueprints, by considering room for open and flexible spatial arrangement (figure 4).

Descriptive models

Besides planning styles, policies are often shaped through spatial models –or visions– for inducing territorial structures or the hierarchy of cities. Also, each model implicitly expresses a specific territoriality. The model of the Plan of Odena is based on the consolidation of a "rational" compact city. The plan proposes a centripetal urban structure, beyond the different local identities. Instead, the Plan of North Northamptonshire proposes a horizontal model that is both poly-nodal and polycentric. The plan defines the re-equilibrium of the three main cities, but maintaining their identity and the physical continuity of the rural landscape. The Plan

of Agen is based on a model that is a mix of a vertical and a poly-nodal pattern. In this case, the city of Agen will remain as the main centre of the urban area, while other cities will grow but maintaining a rural status. Due to the fuzzy scale, planning of urban areas provides an innovative experience for describing structures and territorial dynamics. These models are critical for contesting 'static' levels of the planning systems.

Ad-hoc and guided developments

Moreover, intermediate planning cannot define a schedule for developments. Proposals must be implemented by other plans (municipal and sectorial), being quite difficult to fix 'programs for the action'. However, due to their structural approach, these plans can have a longer effect. The plan of Odena proposes a hypothesis of incremental evolution (short, medium and long term) as a reference for urban and sectorial development. Also, the Plan of North Northamptonshire provides a detailed monitoring program for adjusting the objectives and proposing alternative scenarios regarding market developments, jobs demand, national funding, etc. But the most important is that the planning for urban areas allows putting on the same track the different speeds of development (urban, sectorial and regional). In this sense, the Plan of Agen is set for a twelve years period for the coordination of local plans (within periods of four years) and sectorial plans drafted every six years, considering evaluations every two years. More than a 'final image', intermediate plans provide a rational guide for planning, taking advantage of unique territorial conditions and situations.



Figure 12. Participatory workshop. Source: Plan of North Northamptonshire (2007)

In short, this paper evidenced the innovation and specificity of recent plans for managing urban areas. The cross case analysis of three recent plans demonstrate that 'intermediate planning' allows re-locating a meaningful scale for urbanism, overcoming bureaucratic and static levels of planning systems. Moreover, intermediate planning can establish discontinuous and ad-hoc boundaries, based on functional efficiency (critical size) and meaningful administrations (critical

governance). These plans are enough comprehensive for monitoring local trends, and enough structural for reflecting on the regional scale. This new perspective allows contesting the generic regional isotropy of regional planning, considering self-sufficient local associations. Further studies should evaluate if all these ad-hoc institutional arrangements evolve towards static administrations. Up to now, we know that intermediate planning do not fit any territorial scale, but at the same time these plans are essential for the coherence of the whole planning system.

Inese Haite | *Polycentric development in Latvia and its evaluation*

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How is polycentricity actually defined? Does being “poor” mean that there is only limited potential for development? How is development activity measured? It is possible to measure polycentricity in both large and relatively small countries? What constitutes a reliable method to carry out polycentricity studies?

The paper is aimed at exploring polycentric development in Latvia, assuming that the spatial concept of polycentricity has a significant role in the general task of facilitating the development of the territory. This work highlights the need to analyse the activities comprising regional economies with an aim to describe the actual processes of regional politics in Latvia. The concepts “regional politics”, “regional development” and “polycentric development” are closely related to the theory of regional development whose main objective is to explain the causes and regularities of regional economic development and competitive differences.

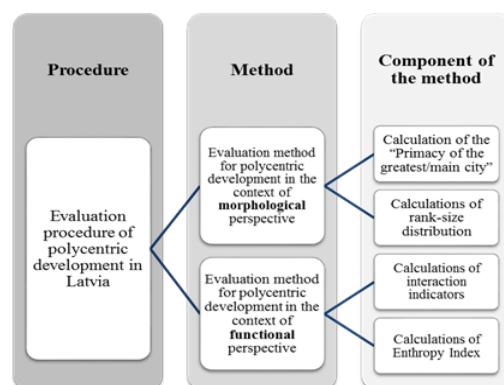


Figure 13. Research approach for polycentric development evaluation in Latvia.

The object of this research is polycentric development while its subject is the evaluation of polycentric development in Latvia. On the basis of theoretical guidelines, the research aim has been to develop a procedure for the evaluation of Latvian polycentric development. Moreover, the aim of the empirical research has been to identify the actual level of polycentric development of Latvia and its regions by using mathematical methods.

The concept of polycentricity takes a central place in current debates regarding restructuring regional policy within the European Union. It is increasingly recognised that polycentric regional development can promote territorial cohesion. An important factor for the choice of polycentric territory is the demographic situation, availability of human resources and their prospective development.

Latvia is a monocentric settlement with a strong main centre - Riga, which has a great specific weight in the country's economic system, the potential increase of which is directly related to constant increase in population. At the same time Latvia has a wide, comparatively evenly distributed net of cities, where the number of population gradually decreases. The real distribution of population in cities of Latvia is identified after the Population Census 2011. The population has significantly decreased, thus negatively affecting successful indicators of polycentric development investment policy initiated by the state.

The objectives of the research are to identify the interconnection between population and polycentric approach to the territory, to outline the tendencies in city settlements, as well as analyse the trends of population number changes in Latvia within the context of polycentric development. The acquired research results and identified tendencies of population number changes can be further used in planning and implementation of the polycentric development policy in Latvia, as well as in making middle-term decisions in the field of regional investment policy.

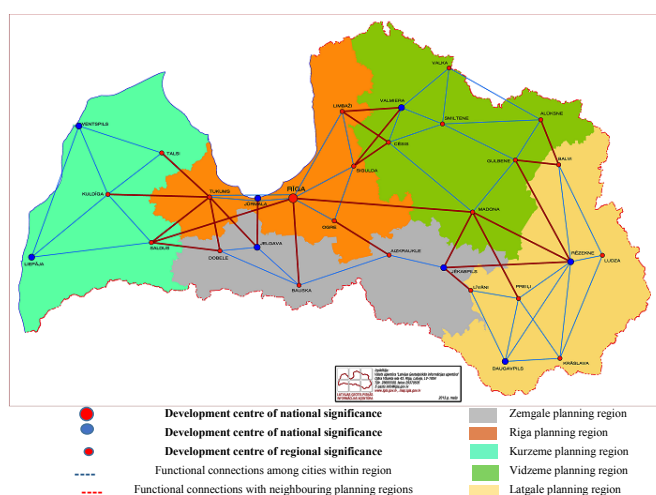


Figure 14. Functional joints among cities of Latvia at the regional level.

For more precise information about the scope and outcome of this PhD project, see: www.du.lv/lv/zinatne/promocija/aizstavetie_promocijas_darbi/articles/3461

Daniel Galland | *Epilogue*

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ENECON, Steering Committee Member

This workshop in Aalborg was the last in a series of three postgraduate workshops carried out by the ENECON consortium during the period 2012-2014, with previous versions celebrated in Joensuu (2012) and Tartu (2013). In this workshop, a total of 28 master's students, postgraduate students and lecturers from the Nordic-Baltic region gathered in Aalborg to discuss territorial governance, spatial planning and policy, and polycentric development, amongst other relevant themes and domains associated with evidence from ESPON projects such as TERCO, METROBORDER, LUPA, TOWN, TANGO, and others.

ESPON-ENECON speakers and doctoral students from the Nordic-Baltic region debated evidence-based policy making approaches concerning governance and land-use patterns in border regions, strategic and spatial visions under emerging regionalization, stakeholder involvement in strategic spatial planning, and the emergence of new plans and instruments for the design of urban regions. In this light, ESPON-ENECON partners regard this workshop alongside the previous two editions as significant learning outcomes for the future ESPON 2020 programme.

The ENECON project is one of the Transnational Networking Activities in the ESPON 2013 Programme aiming to disseminate ESPON findings in the Northern European context as well strengthening the Nordic-Baltic community on territorial development and cohesion.

The workshop presentations and press release of this event are available at the ENECON website: <http://www.rha.is/enecon>



Figure 15. The Utzon Centre and Aalborg University hosted ENECON's III Postgraduate Workshop.



Figures 16 & 17. Participants having lunch in the Utzon Centre (Aalborg, Denmark).

www.espon.eu

The ESPON 2013 Programme is part-financed by the European Regional Development Fund, the EU Member States and the Partner States Iceland, Liechtenstein, Norway and Switzerland. It shall support policy development in relation to the aim of territorial cohesion and a harmonious development of the European territory.